

Understanding Network Governance: A Case Study Exploration of *Active Canada 20/20*

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Abstract

Consistent with the governance shift towards network forms of governance, a number of new social movements have formed in response to the declining levels of physical activity in the Western world. One such movement is *Active Canada 20/20: A Physical Activity Strategy and Change Agenda for Canada*. Network governance is employed as the theoretical framework for this case study exploration of *Active Canada 20/20* and the political landscape surrounding its development and implementation. Semi-structured interviews were conducted in addition to document/policy analysis and direct observations. Analysis of the data resulted in three overarching themes – the defining characteristics of network governance, the political landscape, and intersectoral linkages – that interconnect multifariously based the nature of the Canadian federal government and its relationship with the voluntary sector for physical activity. Despite progress in driving *Active Canada 20/20* forward, entrenched dynamics of power need to be navigated within the political landscape surrounding network governance.

Keywords: Network governance, physical activity, public policy, governance

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Chapter I: Introduction and Background

The governance of civil society has progressively shifted over the years, the effects of which can be observed in the sectors of sport and physical activity in Canada. Public sector functions are no longer exclusive to government, and collaborative interactions with each of the commercial and voluntary sectors have become essential in governing society (Lenihan, 2012). This can be described as the devolution of public sector functions and power from the core executive to nongovernmental units in the commercial and voluntary sectors (Goodwin & Grix, 2011; Rhodes, 1996, 2000b). The devolved function of interest in this context is public policy. Bull, Bellow, Schöppe, and Bauman (2004) recognize government, nongovernment and the private sector in describing public policy as a guide or framework for action (or inaction). Within this ‘new policy environment’, contemporary public policy is viewed more holistically whereby policy issues are addressed through ‘joined-up’ and ‘whole-of-government’ approaches that promote collaboration and coordination in an effort to align and streamline government processes (Bevir, 2009; Green, 2012; Lenihan, 2012).

Health is often cited as a policy issue given its extensive reach that encompasses disease prevention and management (i.e., public health policy) as well as health promotion (i.e., healthy public policy) (Eyler, Brownson, Schmid, & Pratt, 2010; Schmid, Pratt, & Witmer, 2006). This broad area of health can be thought of as a ‘policy universe’, within which various ‘policy communities’ (e.g., physical activity as related to health, parks and recreation as related to health, nutrition as related to health) exist to advocate on behalf of their respective policy issues and interests (Houlihan, 1991). The subsets of actors within these policy communities can be understood as policy networks,

which Pal (2010) describes as the shared interests in more focused policy issues (e.g., physical activity in schools, physical activity in workplaces, physical activity in leisure time). The concepts of policy networks, communities, and universes collectively relate to a more central concept – governance.

The Governance Narrative

The discourse surrounding governance has been conceptualized into the ‘governance narrative’ (Goodwin & Grix, 2011; Grix & Philpots, 2011), a conceptualization that “stresses differentiation, networks, hollowing-out, trust and diplomacy” (Rhodes, 2000b, p. 258). The governance narrative effectively reflects the transition from ‘big’ government to a more devolved spectrum of political responsibilities among nongovernmental actors (Pal, 2010; Rhodes, 1996). This contemporary philosophy of governing (Phillips, 2006) is particularly relevant to the growing subfield of network governance wherein policy networks functionally coordinate the collaborative interactions (Lewis, 2011). Although network governance is the contemporary discourse within the governance narrative, traditional governance models predominated through the late 20th century. The developments within the governance narrative have consisted of structural shifts in governing – from hierarchies to markets to networks (Powell, 1990; Rhodes, 1996) – that were prompted by two waves of public sector reforms in the 1980s and 1990s (Bevir & Rhodes, 2003).

The first reform wave in 1980 was contextualized by neoliberalism and market governance that promoted Public-Private Partnerships (PPPs) (Bevir, 2009). The endorsement of market deregulations to improve economic efficiency supported neoliberalism as a policy framework; however, neoliberalism was also conceptualized as

an ideology or through the lens of governmentality (Larner, 2000). Through a governmentality lens, neoliberalism represents quite literally the ‘government mentality’, considered by Rose-Redwood (2006) as the ‘how’ of government authority and power. This Foucauldian concept of governmentality is important to explore as network governance can be understood both as a challenge to and potential subsistence of the power dynamic between government and the activation of civil society (Phillips, 2006; Sørensen & Torfing, 2005).

The second reform wave was undertaken in 1990 within this very context – the incipient relationship between government and civil society that would be fostered through networks and partnerships (Bevir, 2011; Newman, 2001). The proliferation of network governance over the past two decades (Lewis, 2011) is, in part, due to the public sector fragmentation that can be understood through the governance narrative. The neoliberal inspired PPPs of the first reform wave were maintained even as the “third sector” – the not-for-profit or voluntary sector – gained prominence following the second reform wave under a *Third Way* of governance that endorsed neither left nor right wing politics but rather a “third way” of social and political thinking (Bevir, 2009; Giddens, 1998; Phillips, 2006). Based on British modernization of governance in the late 1990s (Perkins, Nelms, & Smyth, 2004), the *Third Way* coincided with a new social architecture as explained by Saint-Martin (2007), one that blended the political ideologies of neoliberalism and the welfare state into a new socioeconomic ideology termed the social investment state (Giddens, 1998). Consistent with social investment state ideologies is the *Big Society* – the most recent Conservative modernization in the United Kingdom (UK). In essence a “fourth way” of governance, the *Big Society* rejects big government in

favour of social responsibility or responsabilization (Bulley & Sokhi-Bulley, 2014; McAnulla). Whilst there should be a more balanced concern for both the social and the economic implications of public policy within the *Big Society* as well as the *Third Way* (Green, 2012; Perkins et al., 2004), the political landscape within Canada would indicate otherwise.

The Canadian Way. Phillips (2006) articulated the hesitant posture of Canada towards *Third Way* politics as the *Canadian Way*, described by Brodie (2002) “as a metaphor for the rebalancing of responsibilities between government, the economy, and vague notions of community” (p. 391). The *Canadian Way* is rationalized under a contentious accountability regime, wherein the Canadian government’s concern with accountability has placed significant limits on the capacity of a voluntary sector that is regulated by contractual arrangements and project-based funding (Phillips, 2006; Phillips & Levasseur, 2004). This reluctance to devolve public sector functions and to meaningfully engage the voluntary sector in policy processes has bred a degree of mistrust and cynicism towards the federal government. Although devalued by the federal government, Canada’s voluntary sector is the second largest in world, with sport and recreation comprising the largest part (Hall et al., 2005; Jurbala, 2006); and yet the new social architecture of shared governance is not being embraced. The *Canadian Way* notwithstanding, sport and physical activity are regarded as the archetypal context for modernizing governance (Phillips & Orsini, 2002) – that is, fostering a culture of citizen and community participation, albeit with the understanding that:

Even as we observe how sport and physical activity are one of Canada’s best citizen and community participation enterprises, there are a number of serious

challenges that compromise the potential of sport and physical activity in the context of citizen and community participation. (Public Policy Forum, 2004, p. 36)

A macro-level challenge to harnessing sport and physical activity in this way is the overall declining levels of sport participation and physical activity in Canada. This challenge extends well beyond the borders of Canadian society as the World Health Organization (2010) ranks physical inactivity as the world's fourth leading risk factor for death. To call this a physical inactivity crisis is therefore appropriate and coincides with both the obesity epidemic and the growing epidemic of sedentarianism. Collectively, these health-related pandemics have adversely affected the general health of society supporting Sherwood and Jeffery's (2000) claim made 14 years ago that "promoting regular physical activity is a public health priority" (p. 23).

Government (in)action in relation to the promotion of physical activity in Canada is a contentious issue and one that draws attention to the network concepts of new social movements and public interest groups as presented by Pal (2010) – that is, informal networks of organizations that, under a collective identity, undertake collective action based on "non-commercial interests which traditionally have received little explicit or direct representation in the processes by which agencies, courts, and legislatures make public policy" (Schuck, 1977, p. 133) . These forms of autonomous action operate outside the scope of the public policy process and can foster the development of nongovernment strategies that, whilst not public policy per se, arguably represent policy in a more "public" sense. The strategy entitled *Active Canada 20/20: A Physical Activity Strategy and Change Agenda for Canada* epitomizes a sector-led, new social movement that can

be theoretically framed by network governance within a context of physical activity and health promotion.

Amidst Healthy Active Living and Active Citizenship: Network Governance

Active Canada 20/20 promotes physical activity explicitly as a means of maintaining health and well-being, but also implicitly as a vehicle for citizen and community participation. In this way, the “active” in *Active Canada 20/20* befits a twofold meaning in terms of healthy *active* living and *active* citizenship. This aligns with Green (2012) who made an analogous duality of the active citizen as one who engages in physical activity and is also actively responsible for his/her own health and well-being. Under *Active Canada 20/20*, Canadians are similarly encouraged to actively engage in behaviours that will lead to better health (i.e., healthy active living) and also urged to take responsibility and ownership (i.e., active citizenship) for carrying out the vision of *Active Canada 20/20*.

Healthy active living. The promotion of physical activity through *Active Canada 20/20* (2012) is a response to the declining levels of physical activity and increasingly sedentary lifestyles in our modern age. The vast majority of Canadians – 85% of adults and 93% of children – fail to meet the Canadian Physical Activity Guidelines as developed by the Canadian Society for Exercise Physiology [CSEP] (*Active Canada 20/20*, 2012). Yet, the importance of maintaining physical health is quite clear in that physical activity promotes a wealth of social, health, and economic benefits (*Active Canada 20/20*, 2012; Global Advocacy Council for Physical Activity [GAPA], 2011); whereas physical *inactivity* is framed as a social problem (Berkovitz, 2010) that can ultimately result in chronic illnesses such as: cardiovascular disease (CVD), cancers,

diabetes, and osteoporosis (Bailey, Hillman, Arent, & Petipas, 2013; GAPPA, 2010; Mota & Esculcas, 2002; Warburton, Nicol, & Bredin, 2006). A major critique to health promotion efforts to date has been the “one-size-fit-all” approach that socially excludes certain groups (Wharf-Higgins, 2002). Often neglected are social determinants of health (Mikkonen & Raphael, 2010) and barriers to participation affecting targeted or historically disadvantaged populations as identified in the *Active Canada 20/20* (2012) strategy: Aboriginal people, girls and women, LGBT (lesbian, gay, bisexual, and transgendered) community, lower socioeconomic groups, older adults, people with disabilities, and newcomers. The recognition and social inclusion of these populations is essential for physical activity interventions in Canada, particularly in the context of community participation and active citizenship.

Active citizenship. In developing *Active Canada 20/20* (2012), extensive stakeholder consultations were conducted to gather input from various communities across Canada. This consultation process fostered active citizenship, a notion captured in the following excerpt from the *Active Canada 20/20* (2012) strategy, as quoted from an earlier declaration by the Public Health Agency of Canada (PHAC): “Promoting health and preventing diseases is everyone’s business – individual Canadians, all levels of government, communities, researchers, the non-profit sector and the private sector each have a role to play” (2010, p. 2). This sentiment promotes active citizenship through its message of communal responsibility whereby health promotion needs to be a concerted effort among the public, commercial, and voluntary sectors as well as individual citizens. These intersectoral interactions inform network governance as a theoretical framework that can be applied to the working group that underlies *Active Canada 20/20*.

Network governance. The interactions between and across sectors that describe contemporary governance and policy processes can be characterized by the concept of network governance (Lewis, 2011), concisely defined as “building and managing networks and partnerships among governmental and nongovernmental players” (Phillips, 2006, p. 3). Network governance has thus far been researched primarily within the disciplines of public administration and political science (Lewis, 2011). In the applied health sciences, network governance interactions are a prominent phenomenon in practice that have received little attention in empirical research. The recent coordinating efforts between the domains of sport, physical activity, and health (Public Policy Forum, 2003) could represent network governance interactions among intersecting policy communities. The physical activity sector as a single policy community presents a more focused context for empirically exploring network governance.

Prior to the development of *Active Canada 20/20*, the Coalition for Active Living (CAL) was an early exemplar of network governance within the physical activity sector. The CAL (2007) was a collaboration of interest groups (e.g., national, provincial, and local not-for-profit organizations and government partners) that advocated for the importance of physical activity in Canada (*see Appendix A: The Coalition for Active Living Membership List*). A notable contribution of the CAL (2004) was the development of a framework for (nongovernment) action entitled the *Pan-Canadian Physical Activity Strategy* that was determined to build a cohesive movement around physical activity. The *Pan-Canadian Physical Activity Strategy* identified physical activity as a key health determinant whereby the choice to be active was not a simple matter of ‘to be or not to be’ as there are social inequities and environmental factors that create barriers to

participation (CAL, 2004). Overcoming these barriers required working through networks of not-for-profit organizations wherein network governance interactions became prominent. Also worth noting is Active Living Canada, the national not-for-profit organization launched by the federal government in 1992 (Bercovitz, 1998) and the precursor to the CAL.

The Case Study: *Active Canada 20/20*

Building on the work of the CAL through alignment with international efforts (i.e., the International Congress on Physical Activity and Health and *The Toronto Charter for Physical Activity: A Global Call for Action*) as well as with key policy and framework documents (i.e., the *Canadian Sport Policy 2012* and *National Recreation Framework 2012-2022*) is *Active Canada 20/20: A Physical Activity Strategy and Change Agenda for Canada*. This voluntary sector-led strategy carries through the importance of maintaining health and well-being in light of the physical inactivity crisis that persists as a leading risk factor for early death. *Active Canada 20/20* may foster network governance interactions that will help realize this change agenda and:

...bridge the research, policy and practice components that will be needed to collectively achieve the Goal [to increase the physical activity level of every person in Canada, p. 13] and realize the Vision [a physically active lifestyle helps define Canada and strengthens the health and social fabric of our country, p. 13] of Active Canada 20/20. (*Active Canada 20/20*, 2012, p. 22)

Stakeholder interactions related to *Active Canada 20/20* can be understood as interactive governance networks (Sørensen & Torfing, 2005) involving collaborations across the public, commercial, and not-for-profit sectors (i.e., intersectoral

collaborations). The call to action for numerous stakeholders (i.e., policy makers, progressive Canadian businesses, educational institutions, community organizations, and “you”) is clearly communicated in the *Active Canada 20/20* (2012) strategy. The wide array of contributors to the development of the strategy included stakeholders from the not-for-profit sectors of physical activity, sport, and recreation, provincial and local government officials, and academic researchers, among other stakeholders (*see Appendix B: Active Canada 20/20 Contributor’s List*). Such a wide representation of interests is managed through a series of networks whereby power is diffused horizontally across actors (Grix, 2010). In this way, the networks are self-organizing, integrated, and able to operate outside of government prerogative (Rhodes, 1996). Network governance and the interactional dynamic between the public and not-for-profit sector in the policy-making process is explored through *Active Canada 20/20*. *It is therefore the purpose of this qualitative study to understand network governance through a case study exploration of Active Canada 20/20 and the political landscape surrounding its development and implementation*. Network governance is defined comprehensively by Sørensen and Torfing (2005) as:

A relatively stable horizontal articulation of interdependent, but operationally autonomous actors; who interact through negotiations; which take place within a regulative, normative, cognitive and imaginary framework; that to a certain extent is self-regulating; and which contributes to the production of public purpose within or across particular policy areas. (p. 203)

Taking this definition into consideration, the following research questions guide and address the purpose of this case study:

1. Why was *Active Canada 20/20* initially developed?
 - a. How is the implementation of *Active Canada 20/20* progressing?
2. In what way does network governance characterize the interactions within *Active Canada 20/20*?
3. How has *Active Canada 20/20* utilized a collaborative approach?
4. How has the political landscape surrounding *Active Canada 20/20* shaped its development and implementation?

As network governance has been heralded as the dominant discourse in the conceptual governance narrative (Sørensen & Torfing, 2005), it is opportune to explore this topic empirically. A case study approach is valuable in that focusing on a particular case should facilitate a better understanding of the whole (Liamputtong, 2009) by providing "... the researcher with a holistic understanding of a problem, issue, or phenomenon within its social context (Hesse-Biber & Leavy, 2011, p. 256). As one of the most expansive strategies developed in Canada to date, *Active Canada 20/20* is an ideal case study for understanding network governance and its surrounding political landscape that represents the bounded system or social context. The exploratory nature of this case study is designed to investigate the development of *Active Canada 20/20* whereby the findings inform the theoretical understanding of a current health promotion initiative – *Active Canada 20/20* – on mass physical activity and the wider political framework in which it is situated. The political backdrop of initiatives developed outside the scope of government policy objectives is ideally revealed through this case study exploration of *Active Canada 20/20*.

Chapter II: Literature Review and Theoretical Framework

As the theoretical framework for *Active Canada 20/20*, network governance is contextualized by the governance narrative which conceptually overarches this review of the literature. Chapter II first expands on the concept of governance, after which the political sphere surrounding governance is discussed within the contexts of: Old governance, new governance, neoliberal metagovernance, *Third Way* governance, and *Big Society* governance. This conceptual overview is informative for the review of network governance literature that follows. Network governance has been conceptualized into two generations of research, and will be presented as such in this literature review. The legitimization of network governance is discussed in the first generation of research – and includes conceptualizing, empirically reviewing, and defining network governance – whilst the second generation takes a critical turn by problematizing network governance and elaborating on the democratic implications (Lewis, 2011; Sørensen & Torfing, 2005). This second generation discourse examines three conceptual areas: intersectoral collaborations, power relations, and governmentality. First, a conceptual overview of the governance narrative contextualizes the theoretical framework of network governance.

Overview of the Governance Narrative

As a concept that is both expansive in breadth and indefinite in meaning, ‘governance’ can be conceptualized in a multitude of ways. Governance is often discussed in the context of a related and more familiar term, government. However, the two terms are by no mean synonymous and it is widely accepted that governance expands beyond the public sector, effectively differentiating *government* from *governance*. As defined by Daly (2003), governance is “the organization of collective action” (p. 114).

Drawing a comparison to government, this definition of governance can be understood in contrast to the organization of public or government (as opposed to collective) action. Governance, in this sense, is a way of reframing how society is governed (Rhodes, 1996; Sørensen, 2006). Whilst government involves solely the public sector, governance draws on collaborative involvement from the public, commercial, and voluntary sectors in the policy process and delivery of public services. Essentially, the concept of governance helps to conceptualize how the breadth of the government's obligation to society has been devolved, giving way to increased commercial and voluntary sector responsibility for governing society.

This change in relationship between government and civil society (Phillips, 2006) or between the state and citizens (Newman, 2004) has been associated with several devolving shifts explained by Newman, Barnes, Sullivan, and Knops (2004):

Much of the governance literature suggests that a fundamental shift is taking place in modern societies, variously labeled as a shift from governing to governance, from hierarchies to networks, from representative to deliberative democracy, and from direct control by the state to strategies designed to engage civil society in collaborative governance. (p. 217)

The diverse academic understandings inspired Newman (2001) to label governance in the context of promiscuity, whereas Daly (2003) ascribes it as an “umbrella or portmanteau concept” (p. 115) that is rooted in various fields of academic literature within the discipline of social and political sciences. British academia in particular can be credited with establishing the groundwork for the governance literature,

whereby the works of scholars such as R. A. W. Rhodes, Mark Bevir, and David Marsh have been foundational for conceptualizing governance.

In a seminal article on governance, Rhodes (1996) defines six uses of governance that speak to its scope: the minimal state (i.e., minimal government intervention), corporate governance (i.e., commercial sector steering), the new public management (i.e., entrepreneurial government), ‘good governance’ (i.e., ethical government practices), a socio-cybernetic system (i.e., social-political forms of governing), and self-organizing networks (i.e., autonomous, interdependent, and self-governing). These conceptualizations of governance by Rhodes (1996) relate to the field of public administration, whereas Hirst (2000) offers five overlapping versions of governance (good governance, international institutions, corporate governance, new public management, and networks) from a political theory stance that highlight governance concerns surrounding democratic accountability. Rather than recount the details of each area, it would be a valuable, if not a “cleaner”, exercise to consolidate the many conceptualizations of governance as explained by Rhodes (1996) and Hirst (2000) to form a more contemporary understanding of this umbrella concept. In this way, governance can be understood within a conceptual framework comprising of governing structures and political ideologies, which together are situated in a political sphere that is explored in the following sections.

The Political Sphere of Governance

Governance is a highly politicized affair that remains a constant point of debate where the authority of government is concerned. The interactions between government and nongovernment actors have intensified insofar as having obscured the political

boundaries between the public, commercial, and not-for-profit or voluntary sectors (Rhodes, 1996; Sørensen, 2006). Responsibility for civil society no longer rests on the once sovereign authority of government as commercial and not-for-profit interest groups now have a political voice. This shared responsibility for decision making through intersectoral collaborations can be understood as ‘new governance’ (Phillips, 2004). Peters (2000) contrasts this to ‘old governance’ which can be characterized by state bureaucracies and the condition under which hierarchical governing structures proliferated (Rhodes, 1996).

Two waves of public sector reforms, which can be understood as “attempts to change management practices and institutional design to enhance efficiency and effectiveness” (Pal, 2010, p. 138), marked major turning points in the governance narrative. The first reform wave promoted commercial sector collaborations (Bevir, 2009) through an ideological shift and corresponding governance shift which introduced the concepts of neoliberalism and metagovernance, respectively. Subsequent collaboration with the not-for-profit sector was characterized by the second reform wave, a modernization agenda, and *Third Way* politics (Giddens, 1998; Newman, 2001). The reform waves ultimately decentralized state functions to the commercial and not-for-profit sectors, effectively fragmenting the public sector (Rhodes, 1994). This is explored further under five subheadings which inform the governance narrative: Old governance, new governance, neoliberal metagovernance, *Third Way* governance, and *Big Society* governance. The political sphere of governance can be understood through exploring these five conceptual areas.

Advanced industrial societies have adopted various governing structures (Rhodes, 2000a) with varying levels of non-state actor involvement over the years in effort to establish a system of governance that ‘works’. Rhodes (1996) identifies these governing structures as hierarchies, markets, and networks, of which “the choice is not necessarily or inevitably a matter of ideological conviction but of practicality; that is, under what conditions does each governing structure work effectively” (p. 653). Throughout the evolution of national politics, each governing structure has warranted enough ‘ideological conviction’, at one time or another, to be utilized as a structure for governing society. Intrinsically linked to these governing structures are political or state ideologies, as they have become known, which essentially function to contextualize policy developments in a broader framework (Larner, 2000).

Neoliberalism is the dominant political ideology that has impacted the governance narrative, although the welfare state and the social investment state have also shaped the development of governance before and after the neoliberal reform, respectively. Welfare state ideologies supported a collectivist ethos (Bevir, 2011) and were connected to governance primarily within the explicit scope of the public sector. This was represented by a top-down delivery of public policy (Grix, 2010) wherein the involvement of nongovernmental actors was negligible if not absent (Peters, 2000). As a liberal welfare state, the Canadian government operated under this traditional top-down model (Phillips & Orsini, 2002; Raphael, 2008a), and has since struggled to distance its governing structure from old governance (Phillips & Levasseur, 2004). The term ‘asymmetrical network governance’ is used by Grix and Philpots (2011) to characterize this hierarchical relationship. The growth of such bureaucratic hierarchies in the twentieth century (Bevir,

2009) coincided with old governance and the emergence of the welfare state as the dominant political ideology.

Old governance. What Peters (2000) refers to as old governance can be understood as the prominence of government sovereignty. It was under old governance that the welfare state ideology framed the role of government in assuming responsibility for the social and economic welfare of citizens following World War II (Teeple, 2000). Welfare states have come to be demarcated by either a social democratic (e.g., Nordic countries), conservative (e.g., Western European countries), or liberal (e.g., Australia, Canada, the United Kingdom, and the United States) political economy (Raphael, 2008a). Liberal welfare states are considered by Raphael (2008a) to be the weakest in terms of citizen support and security as they function to minimize government intervention. Governance as a minimal state is explained by Rhodes (1996) as reducing the size of government in favour of increased privatization and spending cuts to civil services. The result is negligible social welfare assistance and redistribution policies (Raphael, Curry-Stevens, & Bryant, 2008) which are thought to curb so-called ‘disincentives to work’ associated with welfare state ideologies.

It is in this way that the ideological inspiration behind the liberal welfare state to ‘liberalize’ society (Raphael et al., 2008) by minimizing government intervention shifted to a market governing structure. Raphael (2008a) states that “critical social scientists have argued that these liberal welfare states and their ideological characteristics represent the interests of those allied with the central institution of these nations: the market” (p. 16). Following public sector reforms in the late twentieth century, market governing structures came to dominate the governance narrative (Bevir, 2009). The hierarchical governing

structures that centred on government were supplanted by decentralization and a shift to new governance (Bevir, 2009).

New governance. At the heart of new governance is collaboration as a means of democratizing the public policy process (Phillips, 2004). The transition from old to new governance was by no means a fundamental change to governance as Sørensen and Torfing (2005) point out, but rather “a gradual problematization of the traditional focus on the sovereign political institutions that allegedly govern society top-down through enforceable laws and bureaucratic regulations” (p. 199). Core executive power was devolved as society holistically became engaged in this process of new governance (Peters, 2000). The resulting intersectoral collaborations encouraged nongovernmental actors to take both private and individual ownership for the economic and social well-being of citizens. These ideological tenets of the declining welfare state – economic and social security (Raphael, 2008a) – began to be conceived through the idea of individualism:

... placing the locus of responsibility for one’s health status within the motivations and behaviours of the individual rather than health status being a result of how a society organizes its distribution of a variety of resources.” (p. 225)

Market economies promote individualism as an ideology for governing the self (Phillips, 2006). In effect, the inadequacies of governing civil societies through the welfare state brought forth an alternative political ideology to pure public sector delivery of services – neoliberalism.

In part, the minimal state and subsequent influx of commercial sector involvement was a retroactive response to the growing size and inefficiencies of welfare state bureaucracies (Sørensen & Torfing, 2005) as well as overly complex hierarchical governing structures (Bevir, 2009). In spite of this, bureaucratic hierarchies were not entirely lost, with Rhodes (1996) contending that hierarchical governing structures were still a widely used system of service delivery in Britain. This sentiment is reaffirmed by Jeffery (1999) in asserting to the growth of state bureaucracies in the United States as well, despite its opposition to big government. Likewise, Bevir (2009) attests to the largely bureaucratic nature of contemporary government. The conscious decision to maintain state bureaucracies relates to the concept of metagovernance which can be viewed “as a means of ‘restoring’ the sovereignty of the state” according to Somerville (2005, p. 119). Metagovernance, through an entrenched power dynamic, is a means of steering the broader framework and strategic direction of the governance narrative (Phillips, 2006; Somerville, 2005); and is described by Sørensen (2006) as “the regulation of self-regulation” (p. 98). Under metagovernance, the major governing structures had become market-based following a public sector reform and neoliberal turn.

Neoliberal metagovernance. This first wave of public sector reforms was contextualized by the political ideology of neoliberalism (Bevir, 2009) that prioritized government support of individualism, deregulation, and tempered capitalist pursuits whilst further endorsing a minimalist state (Larner, 2000). These neoliberal values are integrated by Harvey (2005) who presents the following definition of neoliberalism:

... a theory of political economic practices that proposes that human well-being can best be advanced by liberating individual entrepreneurial freedoms and skills

within an institutional framework characterized by strong private property rights, free markets, and free trade. The role of the state is to create and preserve an institutional framework appropriate to such practices. (p. 2)

This neoliberal essence is promoted through metagovernance which can be understood as the institutional framework that shapes the state role within new governance (Bevir, 2009). Sørensen (2006) explains that where governance is a complex governing process involving autonomous interactions, metagovernance coordinates those autonomous and often fragmented governance interactions. Metagovernance thereby supports neoliberalism as a policy framework that utilizes the market and invests in the private sector to deliver public services (Bevir, 2009). Andrews and Silk (2012) provide an exhaustive list of numerous public health issues that have been devolved to the private sector, some of which include: disease prevention, health promotion, recreation, nutrition, and economic revitalization. These devolutions have enhanced the dichotomy between the wealthy and the economically disadvantaged as Jeffrey (1999) notes that both billionaires as well as homelessness increased in the United States under neoliberalism. Driven by profit over well-being, private sector monopolies and corporations thrived off privatization whilst social welfare needs increased and public good was disregarded (Jeffrey, 1999). Right-wing government administrations elected in the 1980s (i.e., the “New Right”) were fundamental to implementing neoliberal agendas (Harvey, Rail, & Thibault, 1996), most notably the UK (under Margaret Thatcher) and the United States (under Ronald Reagan) (Bevir, 2009; Harvey, 2005). The influence of neoliberalism in Canada came both later (in the 1990s) and to a lesser extent, albeit Jeffrey (1999) does

highlight how the province of Alberta (under Ralph Klein) more readily embraced neoliberalism compared to the federal government of Canada.

New Public Management. Phillips (2006) explains that by the late 1980s and early 1990s governance in this vein became known as New Public Management (NPM). This neoliberal approach to governance is a form of government steering that resulted from the first public sector reform wave (Bevir, 2009) and can be understood in accordance with two strands. The introduction of private sector management techniques (e.g., results-oriented management, explicit performance benchmarks, and value for money) into the public sector was the first strand of NPM adopted in the late 1980s known as managerialism (Rhodes, 1996) or corporate management (Bevir, 2009). The economy, efficiency, and effectiveness (collectively referred to as the ‘3Es’) were the mainstays of managerialism (Bevir, 1994).

What followed in the early 1990s was new institutional economics as referred to by Rhodes (1996), more commonly known as marketization (Bevir, 2009). This second strand of NPM focused on delivering public services through incentive structures (e.g., market competition, quasi-markets, and consumer choice) (Rhodes, 1996), which in its most extreme form was the privatization of public services (Bevir, 2009; Hirst, 2000). In the UK, Margaret Thatcher arguably exploited the process of privatization by selling off approximately 50 publicly-owned services to private sector corporations within her first seven years in office (Jeffrey, 1999). Contracting-out is a more modest form of marketization where the government competitively outsources public service delivery to private organizations through contractual agreements. According to Phillips and Levasseur (2004), the Canadian government is notorious for contracting-out services as

an accountability and managerialism tool. In a controversial move during the 1990s for example, then Premier of Ontario Mike Harris elected to competitively contract out long-term health care services to the private sector (Jeffrey, 1999). Leveraging commercial sector practices and know-how to deliver public services supported what Osborne and Gaebler (1992) considered entrepreneurial government. This was characterized by the separation of policy decisions from service delivery. E.S. Savas makes an articulate stance in likening government action to rowing: “The job of government is to steer, not row the boat. Delivering services is rowing, and government is not very good at rowing” (as cited in Osborne & Gaebler, 1992, p. 25). From this perspective, a stronger government – is an entrepreneurial government that – *steers* policy decisions more than *rowing* or delivering services (Osborne & Gaebler, 1992).

NPM reforms, through both managerialism and marketization, was conceived and sustained as the dominant process of governing through the 1980s and 1990s (Green 2009; Rhodes, 2000a). This effectively replaced traditional government, which operated through direct hierarchical control, with an entrepreneurial government that promoted competition, markets, and outcomes (Rhodes, 1996). However, whether NPM proved effective in governing civil society remains ambiguous (Bevir, 2009), and the second wave of public sector reforms suggested that NPM and market governing structures were flawed forms of new governance. The relative inefficiency of markets was attributed to the individualistic emphasis of neoliberalism to the extreme that Margaret Thatcher “famously declared, [there is] ‘no such thing as society, only individual men and women’” (Harvey, 2005, p. 23).

The limitations of neoliberalism as a personification of individualism are affirmed by Raphael et al. (2008) in that “by transforming public issues into private matters of lifestyle, self-empowerment, and assertiveness, individualism precludes organized efforts to spur social change” (p. 226). This individualistic belief was part of Reagan’s economic conservatism platform (dubbed “Reaganomics”) that sought to promote self-interest over public good (Jeffrey, 1999). The growing recognition that neoliberal pursuits of economic prosperity came at the expense of social well-being, as evidenced through the ‘social deintegration’ agenda of Thatcher (Jeffrey, 1999), indicated that “neoliberalism had, however, limits and by the mid-1990s political space for new perspectives widened” (Jenson, 2010, p. 60).

Third Way governance. This new perspective was a “*Third Way*” philosophy developed under Britain’s New Labour party headed by Tony Blair (Phillips, 2006; Giddens, 1998). The mid-1990s were consistent with Rhodes’ (1996) contention that “to markets and hierarchies, we can now add networks” (p. 653) to the typology of governing structures. Presuming hierarchies were the “first way” and markets the “second way”, networks relate to this “third way” of governance. The emergence of networks as an alternative governing structure (to markets and hierarchies) marked a new era in the governance narrative, one that Newman (2001) labels as modernization and, more recently, Bevir (2011) identifies as a second wave of public reforms. The waning ideological conviction for neoliberalism contextualizes this second reform wave and the change in governing structure as Bevir (2011) affirms that:

Neoliberalism may have created a new governance but it was one characterised less by the emergence of properly functioning markets than by the proliferation of

networks, the fragmentation of the public sector and the erosion of central control.
(p. 459)

With the dissolving hierarchical state and inefficiency of markets, an alternative governing structure was needed to better coordinate the fragmented state and manage the growth of networks (Bevir, 2009; Green, 2009). A network governing structure characterized by inter-agency workings and partnerships (Goodwin & Grix, 2011) as well as collaborative arrangements (Green, 2012) could facilitate more cohesive political interactions within *Third Way* politics (Daly, 2003; Giddens, 1998). The driver of these political interactions were no longer market-based (neoliberalism) or statist (welfare state) (Phillips, 2006), but socially conscious. As Coalter (2007) explains, a *Third Way* was needed "...to strengthen civil society, to address issues of 'social exclusion' and to encourage 'active citizenship'" (p. 15). Saint-Martin (2007) explains how concerns around social cohesion and provisions emerged in public dialogue which critiqued the neoliberal-inspired policies surrounding economic liberalization.

Endorsements of *Third Way* politics at the turn of the 20th century were remarked in public addresses from President Bill Clinton's Democratic Party in the United States, French Prime Minister Lionel Jospin, as well as the German Chancellor Gerhard Schröder (Brodie, 2002; Newman, 2001). Considering the capitalist pursuits believed to advance society under neoliberalism, Harvey (2005) reminds us that it is individuals who comprise society. In this vein, the notions of 'social' and 'human' capital are now prevalent in post-neoliberal discourse (Giddens, 1998; Harvey, 2005; Jenson, 2010; Newman et al., 2004; Perkins et al., 2004; Saint-Martin, 2007). Heralded by Giddens (1998) as the social investment state, this term has come to embody this *Third Way*

political ideology that Saint-Martin (2007) conceptualizes as a ‘new social architecture’.

In effect, the social investment state contextualizes a renewed architecture of governance that supports expanded opportunities for active citizen participation through the voluntary sector (Phillips, 2006).

In addition to public-commercial interactions, the voluntary sector began to play a significant role in the new governance of public service delivery (Perkins et al., 2004).

The voluntary sector for sport has become particularly prominent in Canada (Bergsgard et al., 2007). This is put into perspective as Hall et al. (2005) remark that sport and recreation represent the largest category of voluntary organization in Canada, with over 33,000 not-for-profit sport and recreation organizations (Bergsgard et al., 2007; Hall et al., 2005). In spite of this, Jurbala (2006) notes the following:

... due to minimal government support and declining volunteer rates... any pride at being the largest group within Canada’s voluntary sector must be tempered by concern for growing challenges faced by our local organizations, some of which may soon find it impossible to carry on”. (p. 8)

As a lead scholar in examining governance and collaboration within the Canadian context, Phillips (2006) contends that the governance regime in Canada is comparatively underdeveloped, particularly relative to Britain’s *Third Way* that espouses a strong philosophy of governance. In fact, Phillips (2009) explains how *The Canadian Way* was introduced in the late 1990s to describe the Canadian adaptation of *Third Way* politics. Although the *Canadian Way* recognizes the cultural mosaic that defines Canadian communities (e.g., urban, rural, Aboriginal, multicultural) (Brodie, 2002), it is nonetheless deemed “significantly short of any meaningful Third Way, and does not

embrace a coherent vision that could build strong support for any particular community. It is, in effect, a 2.5 (or less) way” (Phillips, 2009, p. 22). This sentiment indicates that a framework of community governance has yet to be institutionalized in Canada (Phillips, 2004; Sørensen & Torfing, 2005). This limits the capacity of the voluntary sector to actively participate in network governance (Phillips, 2009). Despite the prominence, size, and potential of Canada’s voluntary sport sector, it is highly debatable whether this potential has yet to be realized (Jurbala, 2006; Phillips, 2004) given that the voluntary sector is largely still tasked with pure service delivery which requires interacting only passively within policy networks (Phillips, 2006, 2009). This tendency to “overlook the crucial role of the third sector, *our* sector, in keeping public and private interests in healthy balance” (Jurbala, 2006, p. 12) is a fundamental weakness in Canada’s governance regime; and “greater policy capacity will be essential if the [voluntary] sector is to be a governing partner rather than merely a co-producer of services” (Phillips, 2004, p. 401). Similar critiques are made by Geddes and Shand (2013) in attesting to the minimal role played by the voluntary sector and the community within the most recent orientation of UK politics termed the *Big Society*.

***Big Society* governance.** With the introduction of the David Cameron administration in 2010, the UK reinstated its conservative tradition and with it, a modernization from big government to the *Big Society*. As expound by Bulley and Sokhi-Bulley (2014):

Cameron’s flagship policy of the ‘Big Society’ rests on a society/government dichotomy, diagnosing a ‘broken society’ caused by ‘big government’ having

assumed the role communities once played. The remedy is greater social responsibility and the 'Big Society'. (p. 452)

There appears to be some ambiguity surrounding the contemporary discourse of the *Big Society* that purports to succeed where the *Third Way* presumably failed. In the candidly titled book, *Why the Third Way Failed: Economics, Morality and the Origins of the 'Big Society'*, Jordan (2010) critiques the deficit model policies of New Labour that effectively "reflected the social devaluation of whole groups and communities" (p. 36). *Third Way* policies that sought to curb societal ills (e.g., crime, delinquency, bullying) were particularly censured for resorting to disincentive and government support systems rather than promoting active citizenship and social responsibility (Bulley & Sokhi-Bulley, 2014; Geddes & Shand, 2013; Jordan, 2010).

As *Third Way* politics intended to develop socially responsible citizens, so too does the *Big Society* call for greater social responsibility. Whilst *Third Way* lapses in social responsibility (or active citizenship) were criticized as a result of big government, Bulley and Sokhi-Bulley (2014) critique the *Big Society's* social responsibility aims through the lens of governmentality (which will be discussed in greater detail in a later section). Byrne, Kerr, and Foster (2014) affirm that governmentality as a form of state power is the underlying essence of the *Big Society*. However, further contributing to its ambiguity is the persisting social investment state ideologies of the *Third Way* (McAnulla, 2010) as well as the re-emerging neoliberal Thatcherism of the 1980s (Bulley & Sokhi-Bulley, 2014). To perhaps distinguish from Thatcher's conservative platform, Cameron has declared that "there is such a thing as society – it's just not the same thing as the state" (as cited in Bulley & Sokhi-Bulley, 2014, p. 456). The extent to

which the state is successful in minimizing government intervention, or big government, and thereby creating the *Big Society* remains to be seen within this most recent political sphere of governance.

Given the 2011 address by David Cameron to the Harper Government (Lenihan, 2011), it is conceivable that the *Big Society*, having supplanted the *Canadian Way*, has influenced the thinking of what was already a Conservative-led Canada. Currently, Canada's governance regime is illustrative of why the voluntary sector can be considered the "third" sector. The lack of voluntary sector capacity is a clear indication that "bureaucracy remains with us" (Bevir, 2009, p. 40). Sørensen and Torfing (2005) maintain that it is perhaps an ideological fallacy to conceptualize governing society as "a mutually exclusive choice between state, market and civil society" (p. 201); governance mechanisms can often be mixed. Market and hierarchical structures of governance are still prominent through PPPs and state bureaucracies (Bevir, 2009). Nevertheless, building on the network dialogues of Thorelli (1986), Powell (1990), and Rhodes (1996), Sørensen and Torfing (2005) present the claim that networks have advanced the governance narrative beyond hierarchical and market structures for governing civil society.

However, the terminology surrounding networks currently lacks any clear consensus in the public administration literature as Lewis (2011) notes the overlap between the terms network governance and policy networks, both conceptually as well as in practice. Within the governance literature, network forms of governance have been variously termed collaborative governance (Ansell & Gash, 2008; Newman et al., 2004), multi-level governance (Bevir, 2009; Newman, 2001), horizontal governance (Phillips,

2004; Phillips & Orsini, 2002), mutualist governance, consociational governance (Phillips, 2006), partnership governance (Skelcher, Mathur, & Smith, 2005), participatory governance, and community governance (Somerville, 2005). These governance adjectives tend to be used somewhat interchangeably throughout the literature with *network* governance.

Consequently, it is imperative to first frame the expansive concept of networks as Provan, Fish, and Sydow (2004) state that “it is not always clear exactly what organizational scholars are talking about when they use the term. Even the term *network* is not always used” (p. 480). Instead, terms such as interorganizational linkages, cross-sectoral arrangements, partnerships, strategic alliances, and interorganizational relationships (Provan et al., 2004), among others will appear throughout the literature yet often refer to some form of network concept. Whilst acknowledging the plethora of terms related to networks in the governance literature, it is through careful consideration that the term ‘network governance’ is used to describe the governance literature as it relates to networks. As the theoretical framework of this case study, network governance is explored conceptually as well as theoretically in the remainder of this literature review.

Network Governance: First Generation Discourse

In a review of the network governance research to date, Lewis (2011) remarks that network governance holds a relatively contemporary status within the governance narrative. Network governance can be conceptualized into two generations of research or discourse (Lewis, 2011; Pierre, 2000; Sørensen & Torfing, 2005). The first generation discusses the novelty of network governance and its conception (Lewis, 2011), effectively situating network governance within the governance narrative. This section

proceeds as such, by first conceptualizing network governance and establishing the distinguishing features; subsequently, the intersections between network governance and policy networks are considered; a review of the empirical research on network governance then follows; and finally, a comprehensive definition of network governance by Sørensen and Torfing (2005) is examined.

Conceptualizing network governance. Delineating the context of network governance within the broader governance narrative presents a separate challenge from achieving consensus on terminology. Consider the following definition: "...a horizontal form of governing in contrast to hierarchical forms" (Lewis, 2011, p. 1222). Was this intended to define network governance or governance more broadly? In fact, it was a definition of network governance but nevertheless illustrates the blurring of the two concepts. For this reason, it is fundamental to understand network governance in the context of governing structures – hierarchies, markets, and networks – whereas governance is more broadly contextualized by government. Bevir (2009) explains this distinction succinctly in that the relative autonomy of networks from the state differs from hierarchies, whilst the interdependence of network actors contrasts the independence of actors within a free market structure. Sørensen and Torfing (2005) explain network governance interactions as a 'negotiation rationality' wherein "public policy is shaped and reshaped in and through negotiations between interdependent actors" (p. 20). These interactions must be genuine and negotiated in good-faith which Bevir (2009) affirms are the only way for government discretions to be realized within a network governance structure. Phillips (2006) describes this as a shift in the philosophy of governing to one of shared governance:

[This] entails collaborative interactions among a wide range of actors from the public, private and voluntary sectors, and a transformation of the state's role from one of exercising direct control and operating through hierarchies to one of working through networks. (p. 3)

There are various applied models of such network interactions and shared governance in the context of physical activity. For example, The National Society of Physical Activity Practitioners in Public Health (NSPAPPH) (Newkirk, 2010), the Physical Activity Policy Research Network (PAPRN) (Eyler et al., 2010), and Designed to Move (Nike, Inc, 2012) are each American governance networks, whereas Local Health Integration Networks (LHINs) represents a Canadian example that warrants a brief elaboration. In a restructuring of Ontario's health care delivery system, 14 regional not-for-profit corporations known as LHINs (2006) were created in 2006 by the Ontario government to address the health care service fragmentation throughout the province. Despite the benefits of LHINs (e.g., enhanced coordination and community engagement) cited by Bhandari and Snowdon (2012), these networks presented certain challenges as well (e.g., resistance of holistic network goals and lack of performance metrics). In fact, a critical analysis of and reflection on the LHINs by Ronson (2011) scrutinized the governance for this new health care structure and the policy decisions that sanctioned the creation of LHINs. Governance in the context of networks offer two lines of inquiry upon review by Lewis (2011) – network governance and policy networks, the latter of which is the focus of discussion in this next section.

Policy networks. The interorganizational linkages between governmental and nongovernmental actors can be understood as a consociation of policy networks. Bevir

(2009) explains that policy networks promote collaborative interactions between sectors and through governance networks. These policy networks can be thought to exist within a wider policy community that, in addition to policy networks, “have emerged as master concepts for conceptualizing new patterns of players and institutions” (Pal, 2010, p. 256), which include government agencies, interest groups, and social movements. The importance of distinguishing between policy networks and communities is articulated by Houlihan (1991). Policy communities are characterized by shared values and beliefs with negotiated interactions among a wider set of actors (Bevir, 2009), whereas policy networks specifically concentrate on political dialogues among the subset of actors within a policy community who share common interests in policy issues (Houlihan, 1991; Pal, 2010). Policy network analysis is relevant to governance given that it examines the decision making process regarding which issues make the policy agenda (Bevir, 2009). In this way, the network analysis perspective can reveal the power structures and patterns of a network (Thorelli, 1986), or rather “the pattern of rule that arises from the interactions of multiple organizations in networks” (Bevir, 2009, p. 156). These interorganizational policy networks are important to consider as the limited empirical research on network governance is reviewed in the next section.

Review of empirical literature. The general lack of empirical research involving network governance is remarked by various academic scholars (Daly, 2003; Lewis, 2011; Phillips, 2004; Provan & Kenis, 2007). Indeed, the vast majority of governance literature is conceptually grounded as remarked in the following assertions:

To date, research in the field has tended to follow some major paths. The network has most often been used as a metaphor to describe interests within a particular

policy sector or as a specific means of governing, rather than as a model or an empirical approach to analysing networks. (Lewis, 2011, p. 1225)

Despite much progress made by researchers studying networks of organizations over the past 15 years and more, there is still a considerable discrepancy between the acclamation and attention networks receive and the knowledge we have about the overall functioning of networks. (Provan & Kenis, 2007, p. 229)

The conceptual value of network theory notwithstanding, empirical evidence is necessary to substantiate the ideal type concepts of networks and governance as per Rhodes (2000a). Within the applied health sciences, no empirical studies were found that employ network governance as a theoretical framework, although a number discuss the more general concept of networks. The existing body of empirical research relating to networks is reviewed in the following section. A focus is placed on those empirical research studies conducted within the disciplines of sport management, recreation and leisure studies, and health promotion.

Network research has been spurred most recently by the recognized value of using network maps to illustrate the interactions of various network actors (Lewis, 2011). This idea of network mapping has been used to communicate empirical research findings in recent publications within both the disciplines of public administration (Robins, Bates, & Pattison, 2011) and sport management (Barnes, MacLean, & Cousens, 2010; Cousens, Barnes, & MacLean 2012; MacLean, Cousens, & Barnes, 2011). In a qualitative study of environmental management, Robins et al. (2011) map the network organizations and their relationships, or ties, as a visual representation of the results. The findings in a case study of two community sport organizations by Cousens et al. (2012) are likewise illustrated

through a series of relational maps. These were created to facilitate the analysis of network structures and revealed a lack of collaborative interactions and reciprocal relationships due to the fragmentation of the Canadian sport system (Cousens et al., 2012). System fragmentation was also depicted in a network map of one community basketball network (MacLean et al., 2011). The overall fragmented or ‘siloed’ nature of Canada’s sport delivery system was the focus of a content analysis by Barnes, Cousens, and MacLean (2007) that sought to understand the nature of interorganizational coordination through a network perspective. The mixed-method case studies by MacLean et al. (2011) and Barnes et al. (2010) also used network theory, a conceptual framework which had been previously underutilized in recreation and sport management literature.

The collaborative publications of Barnes, Cousens, and MacLean stand as the only research to date exploring the nature of collaboration and integration from a network perspective in a Canadian context. From a governance perspective however, networks have only been empirically researched in the field of public administration (see Robins et al., 2011). Given that network theory in the context of governance has not been studied in sport management, an exploratory study under the theoretical framework of network governance is timely. The relevance of collaboration to this case study is significant considering how “the changing context of community sport delivery in Canada has given rise to increased collaboration and integration among local sport providers” (MacLean et al., 2011, p. 562). However, whether collaborative arrangements and intersectoral partnerships have resulted in desired outcomes remains in question. The intersectoral partnerships often conceptualized in public policy documents between the public, commercial, and not-for-profit sectors were researched empirically by Thibault, Frisby,

and Kikulis (1999) who revealed that: “While there has been considerable discussion on a theoretical level about the interorganizational relationships in the sport and leisure departments of local governments, there has not been comparable attention devoted to empirical research” (p. 129).

The empirical research to this end can be qualified, however, by its localized context. The case studies are bound to local service departments, organizations, or municipalities. Consequently, a study of a national or pan-Canadian network is perhaps warranted. Nevertheless considered a ‘new driving force’ of collaboration and networking, these interorganizational linkages were examined by Thibault et al. (1999) within leisure service organizations to understand how political, economic, and social pressures impact the development of such linkages. Contextual conditions such as these can be best developed through a case study approach (Stake, 2008), effectively rationalizing the frequent empirical choice among scholars to study network concepts through case study research.

The recognized but undervalued nature of partnerships and interorganizational linkages has been remarked in empirical case studies throughout the fields of sport, recreation, and leisure (Babiak, 2009, 2007; Cousens et al., 2006; Frisby et al., 2004; Thibault et al., 1999). In effect, the strategic shift favouring partnerships (Frisby et al., 2004) has been met with varying degrees of resistance (Babiak, 2007; Grix & Philpots, 2011; MacLean et al., 2011; Skelcher, Mathur, & Smith, 2005). This can impact the relative effectiveness of a network, an important practical implication that is difficult to evaluate or measure as evidenced in a case study of a not-for-profit sport organization by Babiak (2009). The effectiveness of cross-sectoral partnerships was stunted by under-

management in a case study by Frisby et al. (2004) that examined the organizational dynamics (i.e. managerial structures and processes) of leisure service departments. In light of such sub-optimal network performance, Babiak (2009) sought to empirically measure the effectiveness of partnerships or interorganizational linkages in the Canadian sport context. Babiak (2009) established criteria for effectiveness at the community, network, and organizational levels of analysis. The network level of analysis is of particular significance in the context of governance.

Provan et al. (2007) conducted an extensive review of the limited empirical literature on interorganizational networks from the network level of analysis (or whole networks). Implications for network effectiveness are also discussed, as are future directions regarding network governance and the need to explicitly apply the concept in research. Whole networks are “frequently discussed but only infrequently researched” according to Provan et al. (2007, p. 482), who offer the following elaboration:

Examination and analysis of a whole interorganizational network includes organizations (nodes) and their relationships (ties)... unlike traditional network research, the focus here is on the structures and processes of the entire network rather than on the organizations that compose the network. (p. 482)

Despite the assertion from Provan et al. (2007) that empirical studies conducted at the whole network or macro level of analysis are “infrequently researched,” it appears that a number of case studies examine whole networks. Whilst Barnes et al. (2010) as well as Thibault and Harvey (1997) explicitly state the level of analysis, other empirical studies appear to investigate at a network level without explicitly stating so (see Cousens, Barnes, Stevens, Mallen, and Bradish; 2006; MacLean et al., 2010).

A case study of two local communities by Cousens et al. (2006) examined the strength of ties (or relationships) between intersectoral linkages supporting the delivery of sport and recreation. The strength of ties was characterized along the following relationship continuum: exchange relationships, partnerships, strategic alliances, joint ventures, and mergers and acquisitions (Cousens et al., 2006). Whilst partnerships and strategic alliances can ideally facilitate a shared form of network governance (Provan & Kenis, 2007), empirical findings have been presented to the contrary – that networks can essentially be governed by a dominant network actor through imbalances and relations of power.

Power relations were identified as a political dimension in the findings of Babiak (2007), Thibault et al. (1999), and Thibault and Harvey (1997), with the latter study theoretically framed by a resource dependence perspective. Grix and Philpots (2011) also adopted resource dependency to contextualize a case study on County Sport Partnerships (CSPs) – arm's length agencies promoting grassroots sport and physical activity in the UK. The notion of asymmetrical network governance is presented by Grix and Philpots (2011) to explain how power relations continue to influence certain policy sectors in the UK, such as education and sport. This finding is consistent with a mixed-methods study by Skelcher et al. (2005) which revealed that partnership governance was shaped predominantly by a 'managerialist' discourse subject to regulatory authority and central control. Power relations represent an entrenched albeit key contextual area of discussion in the literature, and ultimately have an important bearing on network governance.

A highly centralized and brokered form of network governance (Provan & Kenis, 2007) is empirically evidenced in Skelcher et al. (2005). Similarly, Grix and Philpots

(2011) identified a hierarchical structure within the CSPs based on resource dependency and asymmetrical power relationships between policy makers (i.e., UK government) and policy takers (i.e., those CSPs responsible for delivering sport policy). The resource dependency of CSPs in Grix and Philpots (2011) is likened to Grix's (2009) case study of UK Athletics (UKA) to understand why the governance of athletics in the UK is essentially 'failing.' Grix (2009) speaks to the government modernization agenda which is otherwise referred to as the governance narrative by Grix and Philpots (2011). This gap between the theoretical and practical relevance of governance needs to be addressed in future empirical research.

Network governance defined. A comprehensive, though segmented, definition of network governance is proposed by Sørensen and Torfing (2005) as:

1) a relatively stable horizontal articulation of interdependent, but operationally autonomous actors; 2) who interact through negotiations; 3) which take place within a regulative, normative, cognitive and imaginary framework; 4) that to a certain extent is self-regulating; and 5) which contributes to the production of public purpose within or across particular policy areas. (p. 203)

This segmented approach in defining network governance is befitting to an interpretive conceptualization whereby Rhodes (2000a) contends that governance in general is not a concrete reality, but rather an ideal typical concept. Sørensen and Torfing (2005) recognize this idea in prefacing their definition as an attempt to incorporate the most common conceptualizations of network governance. It is sensible to follow the approach of Sørensen and Torfing (2005) in now exploring each of the five defining characteristics of network governance.

1) A relatively stable horizontal articulation of interdependent, but operationally autonomous actors. The terms ‘interdependent’ and ‘autonomous’ are defining characteristics of network governance. The network actors pool resources (i.e., financial, informational, and knowledge-based) to avoid dependency on outside actors thereby promoting *interdependency* among actors within the governance network (Rhodes, 1996). Knowledge exchange is based on cooperative relations (Daly, 2003); although creative tension is not an uncommon feature and, in fact, is healthy to keep political egoism and sense of entitlement at bay (Phillips, 2006). Operational *autonomy* is understood through the horizontal articulation of governance networks wherein actors have the mobility to self-govern given the lack of an absolute authority (Rhodes, 1996; Sørensen & Torfing, 2005).

2) Interacting through negotiations. The ‘negotiation rationality’ explained by Sørensen and Torfing (2005) captures this aspect effectively. Network governance is a function of good-faith negotiations and mutually reached agreements regarding policy priorities. The crucial role of trust and obligation in the negotiations among public, commercial, and voluntary network actors contrasts the contractual relationships and legal obligations (Sørensen & Torfing, 2005) characteristic of marketization where the expedited nature of market interactions (i.e., contracting-out) tend to prove favourable over the trust-based relationships that must be developed and nurtured over time (Phillips, 2006). Principles of trust are a cornerstone of effective network governance (Grix & Philpots, 2011; Rhodes, 1996; Thorelli, 1986), a point reinforced in the Public Policy Forum (2004): “In the market economy the ‘capital’ that is both generated by and depended upon is money. In the social economy the capital is trust” (p. 6). The act of

negotiating shared purpose (Rhodes, 1996) can be likened to compromise and collaboration in serving a public purpose which Phillips (2006) considers as key elements of governance known as ‘mechanisms of deliberation’. However, Sørensen and Torfing (2005) are much more pragmatic in explaining such mechanisms of deliberation as a process contextualized by power struggles and conflict such that a ‘rough consensus’ is the typical outcome.

3) *A regulative, normative, cognitive and imaginary framework.* Sørensen and Torfing (2005) seek to elucidate the institutionalized nature of network governance. Policy communities as explained by Bevir (2009) inform this characteristic in that policy network actors are *regulated* by rules and roles, *normalized* by shared values and beliefs, and *cognizant* of specialized knowledge and information. Finally, the *imaginative* aspect relates to the political identities and ideologies that underpin network governance (Sørensen & Torfing, 2005). Neoliberalism and emerging social investment state ideologies define the institutionalized framework of network governance.

4) *Self-regulating (to a certain extent).* The shift to new governance promoted a new regulatory state, one that could be described as a self-regulating (Bevir, 2009). In this way, the establishment of rules, roles, and procedures (Sørensen & Torfing, 2005) can be specified to take place within a *self-regulative* framework. Rhodes (1996) describes such governance as “regulated by the rules of the game” (p. 660), alluding to the government’s loss of regulatory power through network governance. With neither government nor market regulations, nongovernmental actors are able to regulate a particular policy field with a degree of autonomy (Sørensen & Torfing, 2005). The ‘*certain extent*’ to which self-regulation takes places depends on the environment as per

Sørensen and Torfing (2005), further explaining that “network governance always takes place ‘in the shadow of hierarchy’” (p. 204). Rhodes (1996) questions whether government, in its reduced role to mere network actor, maintains any capacity to steer or regulate policy delivery. The governance literature relating to decentralization speaks much to this issue and the true nature self-regulating bodies within governance networks.

5) Contributing to the production of public purpose. As perhaps the most critical characteristic of network governance, it must serve a public purpose. Sørensen and Torfing (2005) contend that network governance which fails to serve a public purpose does not constitute network governance. According to Phillips (2006), this includes identifying and addressing a public policy problem and promoting opportunities for active citizenship and participation. The literal interpretation of ‘public purpose’ is considered by Daly (2003) as subtext of the governance narrative, that which empowers the public to become actively involved in the policy process. The literature pertaining to citizen or public participation (see Lowndes & Sullivan, 2004; Newman et al., 2004; Phillips & Orsini, 2002; Public Policy Forum, 2004) is particularly relevant to this public purpose dialogue. The issue of power relations must also be recognized as Phillips (2006) notes:

This dual aspect of the public purpose creates for governments the potential for a certain tension between sharing the governing process and controlling it. On the one hand they need to engage nongovernmental partners in the process, and on the other hand they need to steer the process. (p. 15)

Once again, this raises questions concerning the extent to which the state is able to manage or steer networks. Intersectoral collaborations, power relations, and

governmentality are all interrelated areas which, upon exploring, usher the governance narrative into the second generation of research and discourse. Sørensen and Torfing (2005) elaborate on this by explaining how the first generation discourse was focused on legitimizing network governance within the governance narrative, particularly as the “next of kin” to hierarchical government and market governance. In the process however, it has produced what Sørensen and Torfing (2005) describe as a “somewhat eclectic and confusing theoretical landscape” (p. 208). The comprehensive definition proposed by Sørensen and Torfing (2005) and subsequent elaboration on each of its five defining characteristics is an attempt to concisely embody the first generation of network governance research. The following section adopts a more interpretivist and critical approach in exploring intersectoral collaborations, power relations, and governmentality within the second generation of network governance research.

Network Governance: Second Generation Discourse

The governance narrative becomes increasingly antagonistic in exploring this second generation discourse. There a sense of (healthy) contention in the dialogue between the leading scholars in the field of governance as they critique and defend their respective theories relating to network governance. This has arguably oversaturated the governance narrative with Sørensen and Torfing (2005) proclaiming that “consequently, the theoretical contributions not only lose their clarity and rigour, but it also becomes difficult to see the productive differences between the theoretical positions” (p. 208). For this reason, this review of second generation discourse seeks to frame network governance within three conceptual areas: intersectoral collaborations, power relations, and governmentality.

Intersectoral collaborations. The nature of collaborations between sectors is a political dynamic worth exploring as Newman et al. (2004) remark “that there is an important shift taking place towards more collaborative styles of governance” (p. 205). The entire governance narrative is, in fact, predicated on varying forms of collaboration. Babiak (2007) explains that “a network is a means of collaboration that brings together a whole array of stakeholders to offer more integrated holistic responses...” (p. 369). Dialogue of increasing collaboration is prevalent in the literature according to MacLean et al. (2011); and yet, “little is known about the nature of collaboration and integration among community sport organizations in the Canadian context” (p. 563). Clarifying a conceptual understanding of collaboration is therefore a necessary starting point.

Cousens et al. (2012) present a succinct distinction between cooperation, coordination, and collaboration through an integration continuum as adopted from Brown and Keast (2003) along which “cooperation falls at the more fragmented end, collaboration at the more integrated end and coordination occupies a position in between” (p. 8). In this way, collaboration can be understood as integrated in nature and thus a logical solution to the fragmentation resulting from the public sector reforms. Intersectoral collaborations can be characterized by strong, established, and integrated linkages built on trust and commitment (Cousens et al., 2012). Specifically, these linkages were remarked by Frisby et al. (2004) as a strategic shift regarding public service delivery which favoured partnerships. This growing trend of collaborative partnerships (Babiak, 2007) was earlier remarked by Thibault and Harvey (1997) as well as Thibault et al. (1999) whereby governments were forced to undergo changes and develop intersectoral partnerships for sharing and exchanging resources due to economic

pressures and funding constraints. Intersectoral collaborations have persisted over time and are now a vital component of network governance.

Collaborations between the public, commercial and voluntary sectors are synonymous with the devolution of certain government functions from the executive core to nongovernmental units. This evokes the notion of differentiated polity – the idea that governance is believed to have cultivated a dispersed political system of power and authority (Newman et al., 2004), or a polycentric state (Rhodes, 1996). The devolved function of interest in this context is public policy, a process candidly defined as “whatever governments chose to do or not to do” (Dye, 1981, p. 1). Within this ‘new policy environment’ (Lenihan, 2012), policy issues are addressed through ‘joined-up’ and ‘whole-of-government’ approaches (Bevir, 2009; Green, 2012). Furthermore, policy documents increasingly contain language promoting collaboration, partnerships, and capacity-building (Newman et al., 2004). The intersectoral collaborations concerning public policy can be characterized by policy networks which Bevir (2009) asserts are contextualized by power relations around the central state. This brings into question the true extent to which government engages in public policy as a collaborative process. If, however, the core executive retains control over the policy process, it would be deemed as a democratic deficit (Rhodes, 2000a).

Without democratization, intersectoral collaborations are superficial in nature and thereby defeat the main purpose of network governance. Upon examining the democratic aspects of network governance, Sørensen and Torfing (2005) portray a somewhat radical viewpoint of the collaborative nature of network governance:

Governance networks in the shape of closed off policy communities of public and private actors have been written off as an illegitimate form of unaccountable and corrupt elite politics that takes place behind closed doors. (p. 198)

This stance outright rejects the prospect of more collaborative or participatory democracy and much prefers the representative democracy by which western societies are presently governed. Whilst participatory democracy is promoted through network governance and manifested in policy networks (Phillips & Orsini, 2002), representative democracy supports a modest preservation of government sovereignty (Somerville, 2005). The relative democratization of the policy process can be better understood in the context of intersectoral collaborations. Early dialogue of collaboration was alluded to by Osborne and Gaebler (1992) upon examining the public sector hegemony regarding public policy, a process that was essentially dichotomized into ‘policy formulation’ and ‘policy implementation’ within the policy analysis framework presented by Dunn (1981). Policy formulation (or policy making) involves identifying the nature of the problem or issue and is theoretically- or conceptually-based, whereas policy implementation (or policy taking) is the practical activity of carrying out or delivering policy (Dunn, 1981; Grix & Philpots, 2011).

The separation of policy decisions (policy formulation) from service delivery (policy implementation) accurately personifies the extent to which intersectoral collaborations and network governance are superficially embraced by a given nation-state. The *Canadian Way* is evidence of this whereby strict accountability measures enforced through NPM indicate the lack of trust in Canada’s voluntary sector, a mistrust that has, in turn, been reciprocated by the Canadian public toward the federal government

(Phillips & Levasseur, 2004; Phillips & Orsini, 2002). The LHINs are case in point of the *Canadian Way* as Ronson (2011) explains that:

With the creation of LHINs, we attempted to split the planning function from actual health care delivery; but we left a massive ministry bureaucracy in place and hundreds of individual and separately governed healthcare organizations for LHINs to attempt to coordinate. (p. 6)

The resulting governance regime in Ontario has been thoroughly unconvincing, with the scepticism surrounding the relative strength of Canada's governance regime well-documented in the work of Phillips (see Phillips, 2006, 2009; Phillips & Levasseur, 2004; Phillips & Orsini, 2002). Conversely, a strong philosophy of governance empowers nongovernmental actors to contribute in policy formulation as well as implementation (Phillips, 2006). Intersectoral collaboration must be fully embraced by the public sector for network governance to flourish, a point which the hollowing out thesis and power relations address in the next section.

Power relations. The governance narrative understood as a shifting of political power, particularly away from traditional government towards nongovernmental network actors, follows a post-positive epistemology. Whilst acknowledging the conceptual value of a post-positive tradition, it would be naïve to accept the tenet that governance fundamentally changes the nature of how power and control is distributed in society (Daly, 2003; Newman, 2001). A paradigm-altering question is therefore: to what extent has the transition from hierarchical government to market governance and now to network governance truly devolved state sovereignty? To argue that “this transformation of the public sector involves ‘less government’ (or less rowing) but ‘more governance’

(or more steering)''' (Osborne & Gaebler, 1992, p. 34) is to adopt a more critical stance. Daly (2003) notes that the governance narrative is marked by critical theory and a layer of entrenched power relations. The controversial 'hollowing out thesis' conceptualizes such relations as underlying the decline in the central capacity of government, otherwise known as the 'hollowing out of the state' (Rhodes, 1994, 1996, 2000).

The critical stance epistemology which underpins the hollowing out thesis scrutinizes the move away from centralized government to a (seemingly) more democratic system of rule. Rhodes (1996) explains the phrase 'hollowing out of the state' in the context of British government whereby the loss of core executive function to nongovernmental agencies resulted in a hollow state. Government may, however, actually retain a degree of control and authority over the policy decision making process. According to Taylor (2000), the reassignment of public service roles to nongovernmental actors can reframe how society is governed only insofar as structural reconfigurations are concerned. Although network governance represents a change of governing structures, actual changes to the process of governance remains heavily debated. The intersectoral collaborations thought to be managed through policy networks (Bevir, 2009) can, in fact, be adversely affected by complexities within these very policy networks, thereby resulting in a subsistence of government capacity to steer public policy (Taylor, 1997). Policy networks are thus impacted by an underlying dynamic of power. Taylor (2000) reinforces this point by stating that "government, because of its financial resources, legislative power and political legitimacy, can impose its value preferences on a network" (p. 51). Therefore, consistent with the inquiry of various scholars (Rhodes, 1994; Taylor, 1997; 2000), how hollow has the state truly become, if at all?

Before exploring this question, it should be made clear that when Rhodes (1994) initially introduced the ‘hollowing out of the state’ expression, he explicitly noted that it referred “to processes which contribute to a hollowing out of the state and [did] not suggest the era of the hollow state ha[d] arrived” (p. 138). Furthermore, it depicted the changes in structures and processes within the context of British government (Rhodes, 1994; Taylor, 2000). Bearing this in mind, governance indeed contributes to a hollowing out of the state in the sense that core executive functions are now performed by peripheral agencies in the UK (Taylor, 2000; Rhodes, 1996). The qualms of political science scholars are communicated by Sørensen and Torfing (2005) who accuse nongovernmental actors “of stealing the power that rightly belongs to politicians” (p. 198). Notwithstanding, it is through the network governance discourse that dissension within the hollowing out thesis can be remarked. As Taylor (2000) asserts, “the complexity of public policy, however, tend to militate against hollowing out” (p. 48). The intricacies of policy networks necessitate a coordinated effort to effectively manage the network interactions (Rhodes, 2000a); and government will readily ‘step up’ in this instance to (re-)exercise control and authority over public policy decisions.

In this vein, a point of consensus in the literature is that network governance does not truly hollow-out the state – that is, policy networks do not reduce government capacity to govern society (Taylor, 2000). A trend remarked by Rhodes (2000a) is the state having ‘more control over less’ given the fragmentation that has resulted from two waves of public sector reforms (Bevir, 2011). Such complexities within policy networks have made it generally accepted that network governance perpetuates public sector steering and influence of public policy objectives, simply in a different way (Bevir, 2011;

Goodwin & Grix, 2011; Grix, 2010; Taylor, 2000). Taylor (1997) confirms that “hollowing out leads not to a loss of control but rather to a change in the method(s) whereby central influence and control are secured” (p. 422). The political will of government is subtly imposed on policy networks in such a way that satisfies the public sector ideals regarding policy delivery (Taylor, 2000). A more encompassing term to this effect is that of ‘governmentality’.

Governmentality. Explained by Rose-Redwood (2006) as the ‘how’ of government authority and power, governmentality was a concept termed by the late theorist Michel Foucault to explain government rationalities (Gordon, 1991). The influential work of Foucault has inspired a wealth of critical research around power relations and the central state (Markula & Pringle, 2006). A comprehensive elaboration on governmentality can be found in *Governmentality: Power and Rule in Modern Society* by Mitchell Dean who explores how government practices – specifically the dimensions of power, truth, and identity – are relatively taken-for-granted in society (Dean, 1999). The concept of governmentality is interpreted by Rose, O’Malley, and Valverde (2006) as the dominant mentality which now guides virtually all political thought and action. The introduction of this term by Foucault in his 1978 lecture, *Governmentality*, was understood to characterize the power-laden mentalities, arts, calculations, tactics, and regimes of government (Dean, 1999; Foucault, 1991). Whilst government is no longer a sovereign body, governmentality explains how nation-states and the populations which reside in them are nonetheless governed according to the doctrines and political rationalities of the public sector (Foucault, 1991). Government in this sense can be understood as an art – the ‘art of government’ as per Foucault – which entails a deep

knowledge base and practical know-how of the population and the economy being governed (Dean, 1999; Rose & Miller, 1992). In this way, governance is arguably just a reflection of government in that the “organization of collection action” (Daly, 2003, p. 114) is still subject to the dominant government narrative. Green and Houlihan (2006) capture this point in a discussion of power, discipline, and self-regulation:

Rather than the reduction of government promised by such political thinking (for example, deregulation, privatization, individual autonomy, new public management) and by the literature on governance that points to self-organizing networks or participatory approaches, such changes can be understood as the dispersal of government power across new sites of action within civil society and the “private” sphere. Government power is enhanced through new strategies and techniques that seek to exert control within these domains without formally undermining their autonomy. (p. 54)

These implicit systems of control subtly promote a false sense of empowerment (Green, 2012; Green & Houlihan, 2006; Newman, 2001), a word that Berkovitz (1998) considers inherently misleading given the concept of power at its core. The power-laden notion of *empowerment* is suppressed by the fact that governance will never fully emancipate civil society (Dean, 1999). The idea of freedom is therefore very relative from a governance perspective, and illusionary in the context of governmentality.

To avoid the intensely philosophical dialogue by Dean (1999) regarding the nature of freedom, it is more opportune at this point to consider the diffusion of power and rule as related to both governance and governmentality as examined by Bevir (2009). Significant to this discussion is an ‘analytics of government’, a critical perspective

employed by Dean (1999) to reveal the implicit nature of governmentality and question the political power structures and authorities. The identification of these taken-for-granted activities of government is to problematize government according to Dean (1999) whereby “a problematization of government is a calling into question of how we shape or direct our own and others’ conduct” (p. 27). Problematics of government can be simply understood as the ‘conduct of conduct’ (Foucault, 1991). The governance narrative informs such problematizations in chronicling how government was (and still is in many ways) conducted through bureaucratic hierarchies, later through markets, and most recently through networks, or rather with government as the underlying actor in network governance. Problematics of government furthermore contextualize the analysis of political power by Rose and Miller (1992), two leading scholars in the governmentality literature. Rose and Miller (1992) investigated the exercise of power over the modern government regimes of liberalism, welfarism (or welfare state liberalism), and neo-liberalism (or advanced liberalism).

As the prevailing government rationality, neoliberalism (or advanced liberalism) is primarily discussed in the context of governmentality, with minor contrasts drawn to welfare state liberalism. According to Bevir (2011), “neoliberalism is thus a form of governmentality within which individuals discipline themselves to use their freedom to make responsible choices” (p. 465-466). This reframing of political rationality is remarked by Rose and Miller (1992) in the shift from welfarism to neoliberalism whereby market forces replaced the bureaucracy-dependent welfare states, entrepreneurship replaced regulation, and active citizenship replaced social citizens with obligations to society. Barry, Osborne, and Rose (1996) reaffirm the latter shift:

Neo-liberalism argues that what we call society is the product of governmental intervention and has been given its modern shape by the system of [governmental apparatuses] associated with the Welfare State. “Society”, then, is an invention of government and, in the famous phrase, does not really exist.” (p. 27)

Dean (1999) further sustains that neoliberalism is epitomized within the infamous statement by Margaret Thatcher that “there is no such thing as society,” later clarified to explain how society was but an object of individual obligation. The ‘death of the social’ thesis, whilst considered the essence of neoliberalism according to Andrews and Silk (2012), is beyond the scope of this review. More relevant is the concept of ‘active society’ presented by Larner (2000) under the presumption that individuals will participate as active citizens not due to any sense of obligation to society but through individual volition to improve personal (or familial) well-being (Green, 2007; Larner, 2000; Raco & Imrie, 2000). This is closely linked to the neoliberal concept of individualism which effectively decontextualizes society from individual existence and development (Raphael et al., 2008). Society is not an object of desire for a neoliberal government that, according to Raco and Imrie (2000), “seeks not to govern society per se, but to promote individual and institutional conduct that is consistent with governmental objectives” (p. 2191). The notion of ‘responsibilization’ embodies the ostensible freedom of a neoliberal society. Rose explains that this “entails a twin process of autonomization plus responsibilization – opening free space for the choice of actors whilst enwrapping these autonomized actors within new forms of control” (p. xxiii, as cited in Blackshaw, 2013, p. 312). Miller (2012) was even so bold to contend that neoliberalism was one of the most successful endeavours to control individuals in the history of humankind,

comparable to the likes of nationalism, socialism, colonialism, and even religion.

Underpinning this neoliberal control of individuals is what Green (2012) considers a self-regulated form of governmentality.

Considering the neoliberal tenets of a minimal state and a laissez-faire approach (Larner, 2000), responsabilization is supported by what Rose and Miller (1992) describe as ‘governing at a distance.’ This is achieved through technologies of power (e.g., financial accountability, welfare apparatuses, and basic moral and ethical conduct) which are leveraged by governments to shape or mould organizations and citizens into political subjects (Bevir, 2011; Larner, 2000). This ability of government to shape action and behaviour (often through enacting policy) has been explored through the lens of governmentality in the contexts of sport (Burke & Hallinan, 2008; Green, 2012; Green & Houlihan, 2006; Piggin, Jackson, & Lewis, 2009; Wickman, 2011), physical activity and leisure (Fullagar, 2002; McDermott, 2008), and physical education (Lupton, 1999; McDermott, 2012; Tinning & Glasby, 2002). This body of empirical literature is briefly reviewed below.

A study of a major urban policy initiative in the UK (Raco & Imrie, 2000) substantiates the practical use of technologies of power or government to exercise control of policy governance. As Raco and Imrie (2000) use a governmentality framework, so too do Tinning and Glasby (2002) in investigating pressures of physical appearance (in light of the obesity epidemic) within the context of Health and Physical Education (HPE) in Australia. Tinning and Glasby (2002) build on some earlier work of Lupton regarding health promotion in Australia. In fact, the study by Tinning and Glasby (2002) is analogous to a case study by Lupton (1999) that examines a school’s HPE curriculum

under the framework of governmentality. Ultimately, a governmentality framework recognizes the HPE curriculum as a technology of government that attempt to produce or shape healthy citizens through ‘new public health’ discourses (Lupton, 1999; Tinning & Glasby, 2002).

The prominence and normalizing effect of this new public health agenda – “an ethos of self-discipline and self-responsibility” (McDermott, 2008, p. 9) – is reaffirmed by McDermott (2012) in a qualitative case study of a Canadian elementary school’s daily physical education program. Through a governmentality perspective, McDermott (2012) revealed the institutionalization of daily physical education to produce ‘healthy students.’ In an earlier study, McDermott (2008) critically analyzed health promotion in Canada through a socio-historical discourse analysis contextualized by physical (in)activity, governmentality, neoliberalism, and new public health. McDermott (2008) explained that the now infamous Canadian-Swede comparison was a technology of government that sought to arguably shame Canadians into improving their physical health. A comparable study conducted by Fullagar (2002) analyzed the Australian context of health promotion and policy through examining how governmentality underpins two national fitness programs. This critical lens of governmentality reveals how such mass health promotion initiatives as examined by Fullagar (2002) and McDermott (2008) are ultimately meant to indoctrinate physical activity and leisure as preconditions of a healthy population.

Whilst governmentality is applied to a sport for all context (Fullagar, 2002; McDermott, 2008), it has been more widely used to frame empirical research on high performance sport (Burke & Hallinan, 2008; Green & Houlihan, 2006; Piggin et al., 2009; Wickman, 2011). A case study of Sport and Recreation New Zealand (SPARC) by

Piggin et al. (2009) examined both sport for all and elite sport to uncover the underlying sources of knowledge in developing national sport policy. Drawing on Foucauldian governmentality, Piggin et al. (2009) explain that:

A governmentality framework will enable us to understand how certain governing ideas within sport and recreation policy are formulated in order to obtain various results, from encouraging citizens to become more active, to promoting ideas about the value of elite sporting success. (p. 89)

Piggin et al. (2009) build on the findings of Green and Houlihan (2006) who conducted a multiple case study of two NSOs (Australia Athletics and UK Athletics) to explore the nature of government-NSO relationships. The findings were informed by governmentality and revealed the power relationships that oblige NSOs to adopt modernization programs and neoliberal practices lest receive disciplinary sanctions from government. This governmentality power dynamic significantly impacts the 'war against drugs' discourse researched by Burke and Hallinan (2008) as well as Pappa and Kennedy (2013). Governmentality has also been used as a framework to complement feminist sport studies (Fullagar, 2003; Wickman, 2011) around gender issues in sport (see Chapman, 1997; Svender, Larsson, & Redelius, 2012).

A study by Svender et al. (2012) analyzed gender issues in sport and normalizing relations of power based on governmentality in a Swedish context. Through a discourse analysis of a girls' sport participation initiative, governmentality was found to essentially negate gender equality efforts (Svender et al., 2012). Normalization, although observed, was overcome by female athletes in a study of wheelchair basketball conducted by Wickman (2011) to explore gender, disability, and sport discourses under a framework of

governmentality. The feminist discourse in Wickman (2001) functioned more to supplement the disability discourse, whereas Fullagar (2003) uses a more focused feminist analysis that intersects with the governmentality literature. Fullagar (2003) re-examined and extended her earlier investigation of a national fitness campaign (see Fullagar, 2002) by incorporating feminist analysis to the mass promotion of health in Australia. The various contexts to which governmentality can be applied illustrate the underlying pervasiveness of government's continual presence (and influence) over civil society. In this way, the intersections of governmentality and network governance can be remarked in the intersectoral linkages of which government is considered to be a legitimizing or 'logical' network actor.

Summary

The governance narrative functions to conceptualize key developments throughout the evolution of society, whereby traditional government sovereignty was progressively displaced by this ideal-typical, umbrella concept of governance (Daly, 2003; Rhodes, 2000a). Where old governance was characterized by bureaucratic hierarchies within government, new governance introduced a market governing structure which coincided with the neoliberal turn (Harvey, 2005; Peters, 2000). The first wave of public reforms introduced private sector collaborations (Bevir, 2009) under an institutional framework of metagovernance (Phillips, 2006). This neoliberal metagovernance promoted New Public Management characterized by managerialism and marketization (Bevir, 2009; Rhodes, 1996). Market inefficiencies, network complexities, and public sector fragmentation signalled the second wave of reforms and introduced *Third Way* governance consistent with the political discourse of Giddens (1998).

Collaborations with the ‘third sector’ ensued, and voluntary or not-for-profit organizations received increased public responsibility accordingly. Under similar pretenses, the *Big Society* is the newest label for governance in the UK and indicates that the governance narrative has reached the era of network governance – the theoretical framework of this case study.

Having become the central focus of the governance narrative, network governance has been discussed through two generations of research (Lewis, 2011; Sørensen & Torfing, 2005). Following a general problematization of network governance in the first generation discourse, specific conceptual areas – intersectoral collaborations, power relations, and governmentality – are explored within the second generation of network governance research that follows a more critical tradition. Given that collaboration between sectors is a fundamental aspect for understanding network interactions, the majority of empirical research informing network governance examines the nature and extent of intersectoral collaborations, which often involves entrenched dynamics of power. Despite the ideal-typical conceptualization of network governance, power relations necessitate the pragmatic examination of network governance from a critical perspective. The hollowing out thesis, which presupposes the devolvement of core executive power (Rhodes, 1994), is essentially rejected through acknowledging how power relations influence the relative diffusion of political power (Bevir, 2009; Taylor, 2000). The Foucauldian concept of governmentality problematizes government (Dean, 1999) to the point where every government action is questioned and scrutinized to reveal underlying dynamics of governmental power. In fact, governmentality can offer critical insights into the entire governance narrative, although that is beyond the breadth of this

research inquiry. The exploratory potential of network governance nevertheless presents an excellent opportunity for both theoretical and empirical enlightenment.

Chapter III: A Reflexive Methodology and Research Design

The nature of knowledge, or the epistemology, in this case study was a process of the interactional dynamic between a strategy to promote mass physical activity – *Active Canada 20/20* – and the wider political sphere in which it is situated. In addition to a number of contextualizing elements, network governance represented the theoretical framework for exploring the development of and purpose for *Active Canada 20/20* as an intangible ‘reality.’ This lack of any concrete understanding allowed for subjective interpretations by the participants, the researcher, and the readers alike. The perspectives are part of a larger social context abound with multiple realities, negotiated meanings, and no single truth (Hesse-Biber & Leavy, 2011). This interpretivist epistemology presumes that “both reality and knowledge are constructed and reproduced through communication, interaction, and practice” (Tracy, 2013, p. 40). Often termed interchangeably with constructionism (Crotty, 1998), the interpretive paradigm underpinned this qualitative case study of *Active Canada 20/20*.

Epistemological Stance: The Interpretive Paradigm

The reality of the interpretive researcher is the absence of epistemological singularity. In other words, there is no single way to understanding *how we know what we know* (Crotty, 1998). Multiple truths can co-exist with equal bearing on research goals, as was the case in this study of *Active Canada 20/20* that explored the truths behind its conception as a tool to promote physical activity to the Canadian masses. There were a multitude of stakeholder perspectives regarding *Active Canada 20/20*, from not-for-profit organizations, government departments, academic institutions, and varying other interest groups. According to Hesse-Biber and Leavy (2011), perspective is both acknowledged

and valued within the interpretive paradigm. Whilst it was not within the scope of this study to seek out every perspective, the very existence of multiple perspectives was recognized and, in fact, qualified the nature of knowledge constructed from this research endeavour.

Whilst interpretivism rejects absolute truth, the notion that meaning is constructed and not discovered (Crotty, 1998) is one objective ‘truth’ to the interpretivist worldview. Reality is not merely “out there” waiting to be discovered (Tracy, 2013); and it does not exist independent from the human condition. Worldliness is a human experience without which the earth would be void and without socially constructed meaning to define its existence. This ontological perspective theorizes that *Active Canada 20/20*, let alone its political framework, would not exist without the social world and the small-scale interactions of humanity (Hesse-Biber & Leavy, 2011) that recognized the prevalence of physical inactivity in Canada and saw to the creation of a strategy to address the growing concern. This research study was not, however, purely confined to the interpretive tradition. The relative position of this qualitative study on an epistemological continuum (Hesse-Biber & Leavy, 2011) was not entirely interpretivist and contained subtle nuances of post-positivist and even critical strand traditions.

There was an element of seemingly deductive inquiry suggestive of post-positivism and commonly employed within quantitative research. However, the post-positivist goal of objective truth and concrete understandings through casual explanations (Hesse-Biber & Leavy, 2011) was simply not plausible in a research study with intangible interactions, as in the interactional dynamics within network governance. However, the prospect of adopting the critical paradigm in this study was rather

conceivable given the political context. There was a strong likelihood of power dynamics (Hesse-Biber & Leavy, 2011) embedded within the stakeholder interactions. Moreover, Tracy (2013) asserts that critical research “data cannot be separated from ideology – a set of doctrines, myths, and beliefs that guide and have power over individuals, groups, and societies” (p. 42). An understanding of how political ideologies – primarily neoliberalism – affect the research context was explored in this study. Nevertheless, the research purpose was ultimately not to rouse subjugated knowledge or give voice to the oppressed (Hesse-Biber & Leavy, 2011) and for this reason was not a critical but rather an interpretive case study.

(Integrating) Reflexivity. The meaning that participants attribute to their experience with respect to *Active Canada 20/20* was valued in the same way throughout this interpretivist research process. Tracy (2013) explains that it is ultimately the researcher who mediates the participants’ collective body of knowledge in exploring the social context. The interpretive researcher is not, however, laden with subjective biases that post-positivists claim to taint the research process (Tracy, 2013); but instead “is a self-reflexive research instrument, aware of biases and subjectivities” (p. 48). Reflexivity is not only a practice exercised within the interpretive paradigm, but arguably “... is now the defining feature of qualitative research” according to Finlay (2002, p. 211). Inspired by the stylistic approach in a growing number of qualitative publications (see Bochner, 2001; Finlay, 2002), reflexive excerpts are integrated throughout this chapter to convey reflexivity with the sense of personality and identity that is valued by the interpretive researcher.

The initial decision to take the interpretive paradigm was seemingly natural – it matched my research purpose. But did it match my personal worldview? I began to scrutinize this decision given that my philosophical viewpoint corresponded in some ways to the post-positivist and critical paradigms. I do not disagree with the post-positivist claim that humans are by nature flawed (Tracy, 2013). Good qualitative research is not, however, defined by perfection. It is these so-called “flaws” that become valuable characteristics of the interpretivist researcher and may well prove distinctive for a particular research context. I am indeed an interpretivist.

Methodology: Case Study

As one of the most expansive physical activity strategies developed in Canada to date, *Active Canada 20/20* was an ideal case study for understanding the reasoning behind the conception of such a strategy. The focus on this particular case facilitated a better understanding of the whole (Liamputtong, 2009) by providing “... the researcher with a holistic understanding of a problem, issue, or phenomenon within its social context (Hesse-Biber & Leavy, 2011, p. 256). The political landscape surrounding the promotion of physical activity in Canada through *Active Canada 20/20* represented the bounded system or social context of this case study. The context becomes a point of emphasis by Hesse-Biber and Leavy (2011) in generating meaning through an understanding of the complex, multidimensional, and occasionally convoluted nature of the case study approach.

I use the word case study “approach” because the literature seems rather inconclusive in conceptualizing qualitative case study research. A number of scholars clarify what a case study is not (see Gerring, 2007; Hesse-Biber & Leavy, 2011; Merriam, 2009), but I found that generally unhelpful to my understanding. Merriam (2009) characterizes a case study as the unit of analysis; Liamputtong (2009) as both a process and product of inquiry; and Stake (2008) as “a choice about what is to be studied.” Alas, the question remains: is case study research definitively a methodology?

Gerring (2007) describes the case study as a conundrum, a form of research that “survives in a curious methodological limbo” (p. 7) wherein normal methodological rules do not apply. As a result, the case study has been criticized, stereotyped, and ultimately undervalued. However, such criticisms – lack of rigor, “soft” research, quasi-experimental design, loosely framed theories, biased case selection, informal research design, and subjective conclusions (Gerring, 2005; Yin 2014) – are based on the case study being poorly understood. In spite of this, Yin (2014) comments on the widespread use of case studies in the social sciences and as a frequent mode of thesis and dissertation research, with Gerring (2007) affirming that case-based approaches are fast replacing the traditional variable-centred approaches. The various definitions of case study in the literature are critiqued by Yin (2014) for their incompleteness as well as lack of clarity or coherence. In addressing these definitional shortcomings, Yin (2014) offers the most contemporary and encompassing definition (in two parts) as developed through five editions of his seminal book, *Case Study: Design and Methods*:

A case study is an empirical inquiry that: investigates a contemporary phenomenon (the “case”) in depth and within real-life context, especially when; the boundaries between phenomenon and context may not be clearly evident. (p. 16)

This first part of Yin’s (2014) twofold definition embodies the *scope* of a case study, with the second part defining the *features*:

A case study inquiry: copes with the technically distinctive situation in which there will be many more variables of interest than data points, and as a result; relies on multiple sources of evidence, with data needing to converge in a triangulating fashion, and as a result; benefits from the prior development of theoretical propositions to guide data collection and analysis. (p. 17)

This “desire to understand complex social phenomena” (Yin, 2014, p. 4) is distinguished by a driving epistemological question posed by Stake (2008): What can be learned about the single case? Drawing empirical evidence from a single case or phenomenon of interest is accomplished through a highly contextualized and comprehensive research strategy that addresses the logic of design, collection of data, and data analysis (Gerring, 2007; Yin, 2014). The prime referral is the case, *not* the methods (Stake, 2008). Therefore, the method of inquiry is not limited to qualitative research according to Yin (2014) and can be a mixed-method form of inquiry. The case study is, however, generally discussed as a qualitative approach in recent texts (see Creswell, 2014; Liangputtong, 2011). This case study was, too, a qualitative inquiry of *Active Canada 20/20* whereby the unit of analysis, or what the “case” is (Yin, 2014), offers multiple perspectives. The strategy (*Active Canada 20/20: A Physical Activity Strategy*

and Change Agenda for Canada), the theoretical framework (network governance), and the political landscape surrounding *Active Canada 20/20* each contain subunits that were explored. In this way, the case study had multiple units of analysis, or subunits, within the bounded system of the case (Gerring, 2007).

The bounded system serves to personify certain special features of a qualitative case study as explained by Merriam (2009). Case study research is ‘descriptive’ in its ability to develop an understanding of the various issues, contexts, and interpretations of the case to produce rich, thick description (Gerring, 2007; Merriam, 2009; Stake, 2008). Case studies also contain a ‘particularistic’ quality (Merriam, 2009), one that appropriately characterizes *Active Canada 20/20*, in that “a case study might be selected for its very uniqueness, for what it can reveal about a phenomenon; knowledge to which we would not otherwise have access” (p. 46). Investigating ‘the particular’ is reiterated in Hesse-Biber and Leavy (2011) where a profound understanding of the case through extensive data collection can produce naturalistic generalizations, in this case regarding network governance and the interplay between public and not-for-profit stakeholders. The final special feature explained by Merriam (2009), the ‘heuristic’ process of case studies, likewise fosters naturalistic generalizations by “bring[ing] about the discovery of new meaning, extend[ing] the reader’s experience, or confirm[ing] what is known” (Merriam, 2009, p. 44). These special features are ultimately underappreciated given the reputation of case study research. Consequently, a discussion of quality (or trustworthiness) in the next section is appropriate, in particular related to quality criteria for excellent qualitative research as examined by Tracy (2010).

Considering my interpretive worldview, perhaps it is not a matter of concretely defining the case study as a methodology. Perhaps qualitative case study research is better left conceptualized by the researcher's subjective meaning of the given research context. A point of emphasis by Gerring (2007) is that all data requires interpretation, further stating: "This is the interpretivist's quest: to understand behaviour from the actor's point of view – and is it an enlightenment quest whenever the actor's point of view does not correspond to common senses" (p. 71). Whether a definitive methodology or not, the case study as a form of qualitative research is subject to trustworthiness.

Quality Case Study Research (Trustworthiness)

The criticisms of developing qualitative standards or criteria are acknowledged by Tracy (2010) who nonetheless maintains that criteria are practical insofar as "rules and guidelines help us learn, practice, and perfect" (p. 838). Qualitative criteria are distinct from traditional quantitative (and post-positivist) criteria such as generalizability, objectivity, and reliability (Lincoln & Guba, 1985; Tracy, 2010). The relative quality or worth of qualitative research is not a search for absolute 'truth' but rather for trustworthiness (Hesse-Biber & Leavy, 2011; Lincoln & Guba, 1985). This corresponds to Tracy's (2010) eight criteria for excellent or quality qualitative research, of which three in particular should be inherent in a rigorously conducted case study (i.e., rich rigor, credibility, and resonance). Whilst all eight criteria are certainly relevant to and were met in this case study of *Active Canada 20/20* (see Appendix C: *Techniques employed for*

quality/trustworthiness), the three criteria intrinsically linked to qualitative case study research are the focus of this discussion.

In terms of rich rigor, the lack thereof is a stereotype of case study research (Yin, 2014). Nevertheless, this misconceived lack of rigor can be quickly dismissed in understanding the case study as descriptive (Merriam, 2009), holistic, and contextualized (Gerring, 2008; Stake, 2008). This case study of *Active Canada 20/20* was descriptive in the rich data that was collected and is presented in the findings, holistic in recognizing *Active Canada 20/20* as movement underpinned by a working group of individual members, and contextualized by a complex political landscape. Face validity is another condition of rich rigor that requires the research design to be transparent (Tracy, 2010). This is evidenced in the sections that follow. Credibility is another quality criterion, one that can be demonstrated through the case study characteristics of thick description (Gerring, 2007; Merriam, 2009), triangulation (Liamputtong, 2009; Stake, 2008), and member-checking or validation (Creswell, 2014; Lincoln & Guba, 1985). Whilst conducting member checks or reflections was not feasible within the scope of this case study, credibility was established through the triangulation of three data collection methods, as discussed in the following section. The descriptive nature of case studies provide thick description as the researcher must gain and communicate tacit knowledge through *showing* meanings and interpretations as opposed to merely *telling* (Tracy, 2010); “showing is rhetorically more difficult and usually requires more words than telling” (p. 843). In this way, a quality case study requires aesthetic merit – presenting the text in an evocative and artistic manner – as well as transferability, which is having the reader feel he/she can relate to the story (Tracy, 2010).

Whilst writing is certainly an art, writing academically can have the unfortunate effect of limiting the “life” that can be conveyed through the written word in such forms of literature as novels or poetry. Nevertheless, with a particular attentiveness to the practice of aesthetic merit as explained by Tracy (2010), I made a conscious effort to strike a balance between writing academically yet aesthetically.

Aesthetic merit and transferability are two attributes of resonance, the final quality criteria inherent in case study research. The naturalistic generalizations from case studies described by Merriam (2009) are placed within the criteria of resonance by Tracy (2010). The research findings should evoke a sense of identification with the political landscape of *Active Canada 20/20*. In this sense, the research should foster “... a give-and-take of dialogue surrounding meaning, a move towards the idea of intersubjectivity or group understanding... (Hesse-Biber & Leavy, 2011, p. 50). This is characterized as communicative validity by Hesse-Biber and Leavy (2011). The findings of this case study are, in this way, “open for discussion and refutation by the wider community of researchers” (Hesse-Biber & Leavy, 2011, p. 50), and even the *Active Canada 20/20* working group and the wider physical activity community. Lincoln and Guba (1985) clarify that the bounded system is not meant to be *generalized* in a post-positivist sense, but instead *transferable* to other contexts through rich descriptions of the case. The political landscape surrounding *Active Canada 20/20* should be transferrable from the physical activity context of this case study to other contexts characterized by network governance interactions and surrounded by a political landscape of federal government

(in)action. Yin (2014) describes this as ‘analytic generalizations’ of findings based on the theoretical propositions as opposed to ‘statistical generalizations’ of populations. It is not a generalization across but within cases that “comes from taking small instances and placing them within a larger frame” (Tracy, 2010, p. 845). In this case study of *Active Canada 20/20*, the theoretical propositions seek to inform the literature on network governance.

Based on this understanding and in relation to the three types of case studies identified by Stake (2008), this research was considered an ‘instrumental case study’. The focus on *Active Canada 20/20* facilitated further understandings and shed light on an emerging discourse (i.e., network governance) within the bounded system (Liamputtong, 2009). Ideally, the political backdrop of initiatives developed outside the scope of, albeit in collaboration with, government policy objectives would be revealed through exploring *Active Canada 20/20*. The value of case study research in addressing the ‘how’ and ‘why’ questions is widely accepted in the literature (Gerring, 2007; Liamputtong, 2009; Yin, 2014); and the research questions guiding this exploratory case study have been developed accordingly. Stake (2008) emphasizes the importance of contextualizing the case by understanding the social, political and historical contexts. This was achieved through a policy/document analysis (as discussed further in the following section) that was conducted to collect all relevant data regarding physical activity promotion in Canada that precedes and informs *Active Canada 20/20*. Gerring (2007) uses the term ‘contextual sensitivity’ to capture the depth of analysis required in considering the whole case context; often, this comes at the expense of the breadth of analysis. Gerring (2007) summarizes this dynamic succinctly:

Whether to strive for depth or breadth is not a question that can be answered in any definitive way. All we can safely conclude is that the researchers invariably face a choice between knowing more about less, or less about more. (p. 49)

Given that the case study is a choice of what to be studied (Stake, 2008), case study researchers unanimously *choose* the former – to know more about less. The bounded system of *Active Canada 20/20* was explored in this case study and provided multiple units of analysis. Specifically, the political landscape concerning sport and physical activity delivery in Canada functioned to contextualize network governance, which was also characterized by intersectoral linkages. The central purpose of this strategy, as clearly defined in the *Active Canada 20/20* (2012) published document as addressing physical inactivity, contains an entrenched political undertone that was also explored through this case study.

Ethical Considerations

The protection of mental and/or physical well-being is a basic human right of research participants (Hesse-Biber & Leavy, 2011). This research study further took into consideration the livelihoods of the participants as there were no anticipated physical or psychological harm to participating in this case study. The standard safeguard in qualitative studies involving living participants is informed consent (Liamputtong, 2009). In brief, informed consent addressed the following through full disclosure of: the specific nature of the project, the purpose of the study, procedures for collection of data, assurance of confidentiality, and voluntary participation with the option to withdraw at any time (Hesse-Biber & Leavy, 2011; Liamputtong, 2009). These points were

incorporated into an informed consent form that was presented to each participant prior to commencing the interview (*see Appendix D: Information and Informed Consent Form*).

It was my goal that the *reality* accurately reflected the *principle* to providing informed consent (Hesse-Biber & Leavy, 2011, p. 67) by upholding academic standards and moral integrity. In following procedural ethics, this case study was submitted to the Research Ethics Board (REB) at Brock University for what was a ‘delegated review’ given the minimal risk involved in the research study:

... [The] potential participants can reasonably expect to regard the possible harms implied by participation in the research to be no greater than those encountered by the participant in those aspect of his or her everyday life that relate to research.
(Brock University, 2010)

In addition to assuring procedural ethics, there were important relational ethics that were taken into consideration as well. Relational ethics can be considered as an ethics of care towards the participants and demands “an ethical self-consciousness in which researchers are mindful of their character, actions, and consequences on others” (Tracy, 2010, p. 847). Participants that contributed to this case study of *Active Canada 20/20* were treated with the utmost respect, dignity, and courtesy. In the instance of any unanticipated circumstances, situational ethics would have been applied to appropriately manage the situation whilst bearing in mind an important utilitarian question posed by Tracy (2010): “Do the means justify the ends?” Ethical considerations are essential to conducting a quality case study and this was consciously carried through the entire research process. Case study research is also characterized by a working research design (Yin, 2014) as no standard design has yet to be universally accepted. The collection and

analysis of data relevant to this case study exploration is discussed in the next section as pertaining to the research design.

Research Design

Yin (2014) explains a research design as the “blueprint” for the research, “a logical plan for getting from here to there” (p. 20) with five central components: 1) research questions, 2) propositions, 3) unit(s) of analysis, 4) logic linking data to propositions, and 5) criteria of interpreting findings. The former three components are summarized by Yin (2014) as a means of determining what data are relevant to collect, whilst the latter two components inform the process of data analysis. The importance of data analysis notwithstanding, the preceding data collection, and thus the first three research design components, warrants a more focused discussion.

The nature of case study research questions give both form and substance to the research endeavour by setting out what the researcher (i.e., etic understandings) seeks to explore (by asking ‘how’ and ‘why’ questions) and what meanings the participants (i.e., emic understandings) attribute to their experiences (Tracy, 2013; Yin, 2014). Propositions help to provide direction to research questions, although purpose statements are more customary in exploratory studies (Yin, 2014). At this point, it is opportune to restate that: *The purpose of this qualitative study is to understand network governance through a case study exploration of Active Canada 20/20 and the political landscape surrounding its development and implementation.* The third research design component as per Yin (2014), unit(s) of analysis, asks: What is *Active Canada 20/20* a case study of? Answering this question is a function of identifying the unit of analysis and ‘bounding’ the case. The unit of analysis for this case study is the *Active Canada 20/20* network,

bound by the governance narrative and political landscape within which *Active Canada 20/20* is situated. Yin (2014) states that “the desired case should be some real-life phenomenon that has some concrete manifestation. The case cannot simply be an abstraction... You need to define a specific, real-life ‘case’ to be a concrete manifestation of the abstraction” (p. 34). In applying Yin’s (2014) statement to this case study, network governance is a real-life phenomenon that is concretely manifested through *Active Canada 20/20*. The collection of case study data is produced through a whole body of evidence or information including: documents, artifacts, interviews, and observations (Merriam, 2009; Yin, 2014). The specific data collection methods of this case study are discussed in the following section.

Research Methods

Case study research is not partial to any particular research method according to Merriam (2009), although certain methods tend to be used more frequently. Common methods include: in-depth interviewing, focus groups, and document analysis (Liamputtong, 2009; Yin, 2014). The use of multiple research methods – method triangulation (Hesse-Biber & Leavy, 2011) – for collecting case study data is encouraged by Stake (2008) and can foster a more holistic understanding of the case context. A literature review is necessary to develop a theoretical background that informs the researcher’s chosen methods. A literature review was provided in Chapter II to develop a solid base of knowledge and theoretical framework for the case study of *Active Canada 20/20*. Yin (2014) affirms how a thorough review of literature is essential for identifying the theoretical framework as well as for forming stronger and more insightful research questions. The review of the governance literature informed the first stage (or research

method) of data collection – a policy and document analysis of various secondary sources in addition to direct observation of an *Active Canada 20/20* meeting. These unobtrusive methods were followed by in-depth interviews with key actors and stakeholders who contributed to the development of *Active Canada 20/20*.

Policy/document analysis. Data were collected from the following 14 published documents:

- *Active Canada 20/20: A Physical Activity Strategy and Change Agenda for Canada* (2012)
- *Canadian Sport Policy* (2002)
- *Canadian Sport Policy 2012*
- *The Integrated Pan-Canadian Healthy Living Strategy* (2005)
- *Creating A Healthier Canada: Making Prevention A Priority* (2010)
- *Curbing Childhood Obesity: A Federal, Provincial and Territorial Framework for Action to Promote Healthy Weight* (2009)
- *National Recreation Framework* (1987)
- *Non Communicable Disease Prevention: Investments that Work for Physical Activity* (2011)
- *Pan-Canadian Physical Activity Strategy* (2004)
- *Physical Activity and Sport Act* (2003)
- *The Toronto Charter for Physical Activity: A Global Call for Action* (2010)
- *The 2007 Report on the Integrated Pan-Canadian Healthy Living Strategy*
- *The 2008 Report on the Integrated Pan-Canadian Healthy Living Strategy*

- *World Health Organization (WHO) Global Strategy on Diet, Physical Activity and Health* (2004)

The purpose of the policy/document analysis was to develop a knowledge base of how the promotion and delivery of sport and physical activity has been addressed by various governmental and nongovernmental agencies. An advantage to this unobtrusive method was the ability to include a relatively wide breadth of data that spanned over a considerable timeframe (Hesse-Biber & Leavy, 2011), whereas attempting to obtain interviews with the key developer(s) of each document would have likely proved difficult in terms of accessibility to participants and would have been extremely time-consuming. Hesse-Biber and Leavy (2011) raise an important limitation to the use of documentation as a source of case study evidence in that the omission of any relevant documents in the policy/document analysis may bias the researcher's understanding.

It was therefore my responsibility as a researcher to thoroughly search and assemble the policy and strategy documents that were analyzed. I was auspiciously referred to a few documents that I had initially omitted by participants in the process of the interviews. The fact that all the documents were publically available online in Portable Document Format (PDF) simplified the process as there was neither any financial cost nor any concern of being denied access to documents. In essence, with convenience came responsibility.

In reading through each document, key points of emphasis, stated objectives, visions, and missions were noted, with special consideration for any overlapping

discourse between documents. This functioned as a point of discussion or questioning in the interview stage. Gaining an overall familiarity with the documents and their respective contents effectively enhanced the quality of the interviews by eliciting richer responses from the participants through informed questioning.

In-depth interviews. As the second stage of data collection, in-depth interviews were conducted with key stakeholders involved in the development of *Active Canada 20/20*. This is commonly used in conjunction with other methods of data collection in qualitative research to provide an insider perspective of a social context (Liamputtong, 2009), and in this case *Active Canada 20/20*. A semi-structured interview approach was employed to provide the participants with a degree of latitude in their responses whilst still maintaining a topical focus or domain of inquiry (Hesse-Biber & Leavy, 2011). The use of open-ended questions was intended to facilitate lengthier responses with thick description of the specified line of inquiry. Interview questions were developed around four topical areas: 1) personal background and work history of the participant, 2) values and ideologies (probing at why *Active Canada 20/20* was developed), 3) strategy-making process (probing at how *Active Canada 20/20* was developed), and 4) next steps and implementation.

I admit, my (questionable) ability to prompt further discussion or issue follow-up questions should the participants not have addressed a desired topic was an initial concern. Hesse-Biber and Leavy (2011) affirm that poor articulation of questions is a limitation to the interview method. The only conceivable solution to this concern was to prepare my interview guide extremely well, whilst being mindful that is not to become an

interview script (see Appendix E: Interview Guides – Versions 1.0 and 2.0). Although it contained copious amounts of follow-up and probing questions, I endeavoured to maintain a semi-structured interview approach; and I believe I was successful in this regard.

An important line of inquiry for the interviews was network governance with contextual sensitivity of the political landscape within which *Active Canada 20/20* was developed. Had this topic not been addressed in the initial response to an open-ended question, a series of prompting and follow-up questions encouraged the participant to discuss any perceived political dynamics throughout the development of *Active Canada 20/20*. After obtaining both verbal and signed consent, each interview was audio recorded for the purpose of transcription and analysis.

Direct observations. Supplementary to conducting in-depth interviews, data was additionally collected through engaging in direct observations of an *Active Canada 20/20* meeting that took place on Wednesday, February 12, 2014. This was part of a two-day ParticipACTION Advisory Groups meeting wherein *Active Canada 20/20* was the focus of the day two agenda. This meeting entailed large group discussions in the morning, a presentation (“Developing a Physical Activity ‘Not-Policy’”) by Summa Strategies, a catered lunch, afternoon brainstorming sessions, and closing reports. Fieldnotes were taken throughout the day and expanded on immediately after the meeting into what Hesse-Biber and Leavy (2011) term data analysis and interpretation notes. This served to make connections to existing data, ask questions of certain observations, and integrate reflexivity into the fieldnotes (Hesse-Biber & Leavy, 2011).

The Active Canada 20/20 meeting that I observed was perhaps the most insightful and enlightening component of the entire research process. It was a welcomed opportunity to recognize Active Canada 20/20, not as a 39-page document, not through the perspective of individual participants in the forum of an interview, but as the Active Canada 20/20 movement; as a network of collaborating, passionate, and seasoned professionals with shared values regarding physical activity; as network governance!

In terms of negotiating my role as an observer, I was introduced at the outset of the meeting by my key informant whom had invited me to attend. As a result, my level of participation instantly become that of a participant-as-observer, one “who participates fully in the ongoing activities of the research setting and members of the setting know the identity of the researcher” (Hesse-Biber & Leavy, 2011, p. 206). During the brainstorming sessions, I was at liberty to move about freely and observe small group discussions at my discretion, and was even prompted to provide input to a discussion topic.

Overall, there was an informal yet professional dynamic to the meeting that felt genuine in nature. I would learn that the interactional dynamic of this particular working group is rather uncommon as the Provincial Government Director later explained to me in an interview that “it’s pretty rare to get a meeting like the Content and Capacity one. Like as you progress through your career you’ll notice that more and you sort of cherish those ones.” This is certainly something to keep in mind.

Sampling strategies. As per Tracy (2013), multiple variation sampling was employed to obtain interviews with a wide range of participants involved in the development and implementation of *Active Canada 20/20*. A complete list of the *Active Canada 20/20* contributors (i.e., the ParticipACTION Advisory Group members) is publically available in the *Active Canada 20/20* (2012) published document (see pp. 38-39), as well as more conveniently on the *Active Canada 20/20* website (see *Appendix B: Active Canada 20/20 Contributors List*, p. 165). From this list, potential interviewees were selected and contacted via e-mail in which a Letter of Invitation was attached (see *Appendix F: Letter of Invitation*). Upon the prospective participants agreeing to participate as an interviewee, a follow-up e-mail with an attached Letter of Introduction (see *Appendix G: Letter of Introduction*) was sent and an interview date was scheduled.

The primary interview was conducted with a key informant/gatekeeper from the Advisory Groups of ParticipACTION. It was through the key informant that initial permission was granted to research *Active Canada 20/20* and an invitation was extended to observe the *Active Canada 20/20* meeting. From the key informant, sequential sampling strategies facilitated the purposeful selection (Creswell, 2014) and recruitment of 11 subsequent interviewees linked to the development of *Active Canada 20/20*. In total, 12 in-depth interviews were conducted using multiple variation sampling and effectively resulted in a wide range of participants who were representative of various sectors (e.g., not-for-profit, government, and academic institutions in physical activity, sport, and health promotion) and geographical locations across Canada (e.g., British Columbia, Ontario, Nova Scotia). There was also a relatively equal gender representation

as seven participants were female and five were male (*see Appendix H: Participant Background Information*).

Data Analysis

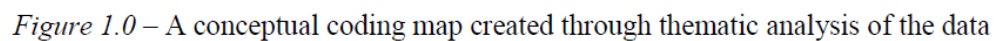
As per the suggestion of Creswell (2014) and Liamputtong (2009), data analysis was conducted throughout the research process, initially between stage one (policy/document analysis) and two (in-depth interviews) of data collection. In the process of collecting data through the policy/document analysis, the stated objectives, purposes, missions, and values were coded for language that endorsed physical activity, sport, and health promotion. Thematic analysis was conducted to organize the data and connect overlapping codes (Liamputtong, 2009). This functioned to substantiate the duplication of certain policy/document objectives and formed the basis of questioning stakeholders as to “why this was happening;” and to this end, *why was Active Canada 20/20 initially developed?*

This contextual research question was not directly posed to each participant, but was inferred based on other open-ended interview questions (*see Appendix E: Interview Guides – Versions 1.0 and 2.0*). Once completed, each interview was transcribed verbatim into Microsoft Word and then uploaded into the qualitative software program *NVivo*. The use of software facilitated (but was not relied upon to automatically perform) the storing and grouping of data in an efficient manner (Creswell, 2014). Line-by-line analysis of all interview data was performed to develop codes, categories, and themes relating to network governance, intersectoral collaborations, and the political landscape. Prior to the deliberate analysis of the data, an initial read-through of over 89,000 words of

interview transcript was done to gain familiarity with, reflect on, and take notes on the data (using the comments function in Microsoft Word).

The process of open coding began in the second read-through as data were segmented and chunked into codes (Creswell, 2014) that were both emergent and based on the literature. A total of 1,988 segments of data were coded from both the interview (1,104 codes) and document/policy analysis (884 codes) data, yielding 135 different codes within *NVivo*. Open coding was conducted using the basic coding functions of *NVivo* and allowed me “to examine the data in different ways, to identify new relationships between events or interactions, and to construct new ways of linking and portraying these relationships” (Liamputtong, 2009, p. 216). In addition to open coding, data were coded specifically for content or language that referenced any political landscape of *Active Canada 20/20* or reflected any concepts related to network governance. Themes identified in this way were defined from the literature (i.e., conceptual coding) whilst emergent themes were labelled based on interviewee language (i.e., in vivo coding) (Creswell, 2014).

A thematic analysis significantly reduced the data and provided the framework for grouping the 135 codes into 31 categories, many of which related to the theoretical framework of network governance. A conceptual coding map (as seen in *Figure 1.0*) was created throughout this process to visually represent the categories and their intersections.



These categories were further reduced into three overarching themes from which descriptions were developed and eventually advanced to interpretive representations of the data through the process of data interpretation. As modelled from a table presented in Babiak and Thibault (2009), the themes, sub-themes, and categories developed through data analysis of this case study are summarized in the Appendix I table (*see Appendix I: Quantitative Representation of Findings*) The data are presented accordingly as research findings in the following Chapter IV.

Chapter IV: Finding Network Governance

The understanding of how network governance theoretically frames *Active Canada 20/20* was interpreted from the findings of this case study and through data collected by means of document analysis, in-depth interviews, and direct observations. In this chapter, the findings are presented as three overarching themes that contribute to understanding network governance: the defining characteristics of network governance, the political landscape, and intersectoral linkages. The findings presented in this chapter do not parallel the research questions that guided this qualitative case study (these are addressed in the Chapter V discussion to follow). Rather, the Chapter IV findings are presented with underlying consideration for the theoretical framework of network governance.

Defining Characteristics of Network Governance

Through the interpretive paradigm that underpins this case study of *Active Canada 20/20*, network governance was identified throughout the data during open coding and subsequently categorized (through thematic analysis) based on the five defining characteristics of network governance as delineated in the comprehensive definition by Sørensen and Torfing (2005):

- 1) a relatively stable horizontal articulation of interdependent, but operationally autonomous actors; 2) who interact through negotiations; 3) which take place within a regulative, normative, cognitive and imaginary framework; 4) that to a certain extent is self-regulating; and 5) which contributes to the production of public purpose within or across particular policy areas. (p. 203)

These five characteristics can more concisely be understood as: 1) interdependent yet autonomous, 2) negotiated interactions/meanings, 3) operating within an institutionalized framework, 4) self-regulating, and 5) contributes to public purpose. Each of these characteristics was identified within the thematic analysis of the data, with stronger findings of certain characteristics compared to others. These characteristics, however, do not represent the sub-themes per se; rather, each characteristic is reflected through an interrelated and emergent finding developed through open coding. For example, the ‘interdependent yet autonomous’ characteristic of network governance can better be understood through the findings that *Active Canada 20/20* was developed through a sector-led approach. Therefore, the sector-led findings reflect the network governance characteristic of ‘interdependent yet autonomous’ and represent the first sub-theme within the defining characteristics of network governance.

Sector-led. The analysis revealed that the development of *Active Canada 20/20* was entirely led by the physical activity sector – in effect, it was a sector-led initiative or movement. The sector-led findings are affirmed by the Non-Profit Organization (NPO) President who stated that “*one of the distinguishing features of Active 20/20 when we first started talking about it was that this could be an initiative that was sector-led and sector-driven so not government-led and government-driven.*” Specifically, the voluntary sector for physical activity took the initiative to concurrently develop a strategy, introduce a change agenda, and spur a movement that became identified as *Active Canada 20/20*. The Physical Activity Specialist and NPO-Academic Researcher explained how this sector-led strategy was developed under the auspices of the ParticipACTION Advisory Groups – the Content and Capacity Advisory Group

(CCBAG) and the Research Advisory Group (RAG). These Advisory Groups, referred to herein as the *Active Canada 20/20* working group, were found to be autonomous yet interdependent in their interactions and collaborations regarding *Active Canada 20/20*.

Autonomy. The autonomous decision to develop a physical activity strategy must first be contextualized by the state of physical activity and sport participation in Canada which has been deemed as a physical inactivity crisis. International awareness of the declining levels of physical activity resulted in recommendations for a national physical activity policy or plan (GAPA, 2010). A lack federal leadership in developing any such policy resulted in the physical activity sector, essentially by default, taking the lead to develop a physical activity strategy in a sector-led capacity. As the Physical Activity Specialist explained:

And really that directive to have a physical activity policy is directed at government. But Public Health Agency of Canada was not doing anything, no government department was doing anything. And so we said ‘well, maybe we should start the process’, and so that’s what we did.

Given the federal government inaction in leading the development of a physical activity strategy, an opportunity presented itself for the physical activity community to develop a strategy autonomous from and outside the scope of the federal government. The *Active Canada 20/20* working group was, in this way, able to eliminate much of the bureaucracy that Bevir (2009) explains is inherent within government processes. This advantage (reduced bureaucracy) as well as a drawback (buy-in) to sector-led initiatives was noted by the NPO President:

The government bureaucrats are thinking about this, they maybe consult the sector that they're working with and they bring that information and they bring it to their minister. The minister consults with his colleagues provincially/ territorially and they create a policy and try to push it down. I think what's somewhat unique about this document and this approach is that it's more of a bottom-up, sector-led initiative. But when it's a bottom-up, sector-led initiative I think it's more challenging than to get the buy-in from the governments because governments don't want to be told what to do.

New social movements are a related concept to sector-led initiatives that Pal (2010) explains as a form of autonomous action outside the scope of the policy process. *Active Canada 20/20* fits this description well. Therefore, the new social movement of *Active Canada 20/20*, operating beyond the prerogative of any single authority (i.e., federal government), had the flexibility to self-govern (Rhodes, 1996; Sørensen & Torfing, 2005) its interactions and decision-making processes. The relative autonomy of this new social movement was, however, limited by resource concerns given that *Active Canada 20/20* was a voluntary sector-led strategy. The physical activity sector has nowhere near the amount of resources that the federal government has at its disposal. Six participants commented retrospectively on how the resources of the federal government would have facilitated the advancement of *Active Canada 20/20*:

Would it have been easier and would we have moved faster had the federal government more formally embraced the process and became part of it and was actually at the table? Probably. But the fact that that didn't happen 'okay' you just continue to work regardless (Provincial Government Policy Analyst)

Whilst the development of *Active Canada 20/20* was completed autonomously and without direct federal government support (although with government's acknowledgment through monitoring and observations), its impending implementation raises similar concerns regarding resourcing. As the NPO Chief Executive Officer (CEO) remarked:

Not having some resources, I think that it's a pro and con right. By having it that way you truly have ownership. But at what point, and I don't know that we've reached that point yet, but we may get to a point where unless there [are] some resources behind us people may not be able to just keep driving it forward.

The pragmatism expressed in this remark is in no way meant to undermine the sector-led autonomy of *Active Canada 20/20* but is simply a reality, and possible drawback, of network governance autonomy. Phillips (2006) explains that maintaining autonomy is important albeit can be challenging if a relationship exists between the voluntary and public sector. As explained by the Physical Activity Specialist, the NPO CEO, and the NPO-Academic Researcher, there is a public-voluntary sector funding relationship between ParticipACTION (which provided significant resources to *Active Canada 20/20*) and Sport Canada (and previously PHAC). The *Active Canada 20/20* working group is thus in a position where maintaining autonomy will be an ongoing challenge considering the accountability to the federal government by extension of ParticipACTION's funding relationship(s). The desire to obtain federal government endorsement of *Active Canada 20/20* is a potential threat to the autonomy of the working group through a latent power dynamic that is elaborated on in the next section. The autonomy of the working group is nonetheless essential to network governance,

particularly when complemented by interdependence (Sørensen & Torfing, 2005).

Interdependence. The *Active Canada 20/20* working group, whilst autonomous and independent from government, is *interdependent* as a network of voluntary actors. Seven participants discussed how the working group is comprised of practitioners and scholars from not-for-profit and public organizations across Canada at the local, provincial, and national levels, and is also representative of various sectors including public health, recreation, sport, physical activity, as well as government at the local and provincial levels. As an individual who had been directly involved in the selection and recruitment of the Advisory Groups' members, the NPO-Academic Researcher explained that:

We look to have representation geographically, you look to have representation sectorally, and by that I mean you want some people [who] can speak to phys. ed., you want some people [who] can speak to active transportation, you want some [who] can speak to active play, you want some [who] can speak to policy, etc... And the people are invited to bring their own expertise and where they're able to, speak on behalf of their organization. And their organization can be government, and it is in some cases. It could be an NGO; it could be, in theory, a private business I don't know if there are any of those but we want to try to have the "sector" in quotes represented.

The representation of the working group therefore reflects a combination of individual expertise and organizational support. The Physical Activity Specialist, NPO President, and NPO Manager each explained that as the individual members lend their diverse experience and expertise to *Active Canada 20/20*, so too have the (not-for-profit)

organizations that they represent contributed resources, whether they be in-kind (e.g., conference lines, printing budgets, web development) or financial. The development of *Active Canada 20/20* in this way was identified by five participants as a contribution-based approach whereby varying levels and types of contribution were made among the working group, the majority of which has been provided by ParticipACTION. Although the resourcing for *Active Canada 20/20* is largely through ParticipACTION, “*every other organization is contributing time and in some cases resources to the development of Active Canada 20/20.*” (Physical Activity Specialist). This contribution-based approach promotes interdependence among the actors within the working group (Rhodes, 1996) in their need to collaborate and coordinate their efforts. With the shared purpose of advancing *Active Canada 20/20*, the working group has become a united front for physical activity in Canada that operates interdependently, as captured by the NPO CEO:

Knowing that no one organization can really do that, that was the ideal kind of initiative for a collective group of organizations to work on; so knowing that the ParticipACTION Advisory Group already was made up of people from all across the country the idea was ‘well what could we do together?’

It was unanimously decided among the Advisory Groups (*see Appendix B: Active Canada 20/20 Contributors List*) to take the lead in developing a Canadian physical activity strategy; and “*so Active Canada 20/20 is the strategy that was born out of ParticipACTION’s Advisory Groups*” (Physical Activity Specialist). The interdependence that developed among the *Active Canada 20/20* working group was sector-led in nature, which the NPO President distinguished from the government-led *Canadian Sport Policy*:

[Active Canada 20/20] was born out of the sector's interest and then taken to government to get their support and involvement. Now people from government participated in the development of it, but it was not a government-led initiative whereas the Canadian Sport Policy was very much a government-led initiative.

In seeking federal government endorsement, the interdependence of the sector-led *Active Canada 20/20* is being subjugated to a government power dynamic. As Taylor (2000) explains, “government, because of its financial resources, legislative power and political legitimacy, can impose its value preferences on a network” (p. 51). Given this dynamic of power, the “relatively stable horizontal articulation of interdependent, but operationally autonomous actors” (Sørensen & Torfing, 2005, p. 203) that characterizes network governance becomes more of a vertical articulation with government as a network actor. As an interdependent and autonomous network, the *Active Canada 20/20* working group opened itself to the possibility of reflecting asymmetrical network governance (Goodwin & Grix, 2011) as they sought federal endorsement and engaged in public policy dialogues regarding physical activity. In the same way that the interdependence of the working group is jeopardized by seeking federal endorsement, so too is the autonomy of the sector-led initiative. As autonomy and interdependence were contextualized by the sector-led findings, the physical activity policy dialogue reflects the ‘public purpose’ characteristic of network governance, the findings of which are now discussed.

Physical Activity Policy Dialogue. The desire for public policy on physical activity was strongly communicated throughout the interview data and was termed a ‘physical activity policy dialogue’ accordingly. The dialogue around physical activity

policy was also prevalent in nongovernment documents (i.e., *Active Canada 20/20*, *Investing in Prevention: A Business Plan to Increase Physical Activity in Canada*, and the *Pan-Canadian Physical Activity Strategy*) and present in *The Toronto Charter* as a framework for action. The “*longheld desire and hope for people who have worked in physical activity...*” (University Department Director) to have public policy for physical activity coincides with the public purpose contribution of network governance. Sørensen and Torfing (2005) state that network governance must “contribute to the production of public purpose within or across particular policy areas.” (p. 203). Clearly, the creation of a physical activity policy would fulfill a public purpose; but, serving a public purpose can also be achieved without public policy.

As a new social movement that currently operates outside of the public policy process, *Active Canada 20/20* serves a public purpose by addressing a public policy problem (i.e., physical inactivity) as well as promoting opportunities for active citizenship and participation. Language of active citizenship was coded throughout the *Active Canada 20/20* strategy that encourages varying capacities of engagement from a range of Canadian stakeholders. The following all-encompassing statement effectively conveys active citizenship: “*From parents to policy makers, you make the decisions that will help get Canada moving again. In your home, in your community and in your school or workplace – be a change maker!*” (*Active Canada 20/20*, 2012, p. 6)

In urging Canadians to become so-called ‘change makers’, *Active Canada 20/20* is communicating a clear public purpose that is meant to resonate with a diverse group of stakeholders across Canada. As the NPO Manager remarked, “*we need to encourage people to see where they could see themselves in it.*” Likewise, both the Retired NPO

Director and Provincial Government Director commented on the shaping of *Active Canada 20/20* as a dynamic strategy:

We felt that it was important that we work together and develop something national, that we could take to ministers, that we could take to private companies, that we could take to our stakeholders and people could buy-in where it was going to be of value to them. (Retired NPO Director)

There should be elements of that strategy that you can do in a municipality, that you can do in a workplace, you can do in a school; there are elements you can do in a province, there's elements you can do federally, and nationally, separately. And therefore if one partner doesn't do their part there's still tons of stuff that can be done. (Provincial Government Director)

However, crafting a strategy in such a way that is reflective of “*all things to all people*” (NPO Manager) is no easy task considering Canada’s cultural mosaic as well as the social determinants of health that were coded throughout the document analysis data. Social determinants of health (e.g., income, gender, race, among numerous other determinants) ultimately influence one’s ability to be physically active in addition to influencing other health-related behaviours (Mikkonen & Raphael, 2010). It is in understanding social determinants of health that *Active Canada 20/20* (2012) is underpinned by a socio-ecological model that recognizes the public in terms of individuals, relationships, organizations, communities, and public policy. The goal statement of *Active Canada 20/20* (2012) “to increase the physical activity level of every person in Canada” (p. 13) reflects a broad-based public purpose to engender a cultural shift within Canada:

We needed to shift the culture within Canada to a culture that valued and embraced physical activity as a part of everyday life, and that in this information age and technology driven world we become more and more sedentary and we've lost touch with the benefits of physical activity and the role that physical activity can play in our day-to-day lives. (NPO President)

Despite the *Active Canada 20/20* goal of contributing to public purpose, there was scepticism around the achievability of this goal without some level of federal support; hence the aspiration for *Active Canada 20/20* to evolve into a Canadian physical activity policy. As the NPO CEO explained:

If we're thinking about a cultural shift in Canada [in terms of] how do Canadians think about physical activity, it would really go [somewhere] if there was some sort of a national policy to say that this is something that we valued as Canadians.

However, the prospect of any such physical activity policy was frankly discouraged by a strategic counselling agency, Summa Strategies, during my observations of an *Active Canada 20/20* meeting. Summa Strategies (2013) is an agency that “provides strategic counsel, government relations, research, and communication services” and, as a consultant for ParticipACTION, was brought in to provide strategic counselling to the *Active Canada 20/20* working group. The two representatives of Summa Strategies delivered a stimulating and well-informed presentation, explaining that the federal government of Canada is not interested in engaging in public policy dialogues with nongovernment actors. Even language of ‘strategies’ or ‘visions’ is “up there in the ether” – that is, unattainable and thus unappealing to the federal government given its

connotation to long-term ideas (or rather ideals) (Field notes, February 12, 2014). Alas, the federal government operates in and plans for the short-term according to the Summa Strategies presenters and is apparently much more receptive to programs and operational plans; essentially, whatever they are able to achieve in a short-term outlook. A number of the *Active Canada 20/20* working group members (notably the NPO President) voiced their discontentment at this cynical perspective of the federal government that is simply comprised of self-serving bureaucrats interested in buying votes to preserve political power (Field notes, February 12, 2014). In following up on the Summa Strategies presentation during interviews with various participants, the Provincial Government Director uniquely understood these politics and retrospectively proposed the following:

We already got this intact Integrated Healthy Living Strategy. It's got some targets and some objectives around physical activity, let's start there and then developed like a three- or five-year operational plan for federal, provincial and territorial governments for physical activity, rather than 'here's Active Canada 20/20 a separate strategy.'

In light of the strategic counselling and recommendations by Summa Strategies as observed at the *Active Canada 20/20* meeting, the working group agreed that they needed to reframe their approach in order to appeal to the federal government in preparation for the 2015 Federal-Provincial/Territorial Sport Ministers Meeting in Prince George. The need to reframe *Active Canada 20/20* as “not-policy” (a satirical term given by the Physical Activity Specialist) illustrates how government is in a position of power regarding this dialogue around physical activity policy and its relation to public purpose. Phillips (2006) affirms that public purpose can indeed prove conflicting for government

in terms of “sharing the governing process and controlling it. On the one hand they need to engage nongovernmental partners in the process, and on the other hand they need to steer the process” (p. 15). From a critical perspective, steering is a power-laden process of governance (Daly, 2003; Osborne & Gaebler, 1992) that can be utilized by the federal government through the physical activity policy dialogue. The underlying power relations of the physical activity policy dialogue implicitly limit opportunities for active citizenship that would otherwise be promoted through *Active Canada 20/20* as self-regulating governance. The ‘self-regulating’ characteristic of network governance can be understood through the next sub-theme of governance that is now discussed.

Governance (Shared and Community). The findings of governance in this case study reflect the collaborative interactions as depicted in document analysis data, whereas the interview data yielded the more specified categories of shared and community governance that are the focus of this section. In distinguishing between the two categories of governance, shared governance represented a sense of inclusiveness and collective engagement at a policy level whilst community governance described similar engagement at a grassroots level. These categories were derived from the literature which is important to consider before further discussing the governance findings.

Shared governance can essentially be understood as intersectoral collaborations (Phillips, 2006) which correspond to horizontal and collaborative governance (Ansell & Gash, 2008; Newman et al., 2002; Phillips, 2004; Phillips & Orsini, 2002). Community governance is comparable in many respects but distinguished by the level at which the decision-making process take place – the community (Somerville, 2005). Whilst governance typically involves interactions between the public, commercial, and voluntary

sectors, there was a marked absence of the federal government in the shared and community governance findings of this case study. However, provincial and local governments were largely involved in the governance of *Active Canada 20/20*. As the NPO CEO affirmed, *“it’s a strategy that has had government and nongovernment stakeholders involved in developing it. There hasn’t been federal government involved but many provincial/territorial governments.”* Without any federal government presence, the decision-making processes for *Active Canada 20/20* have been self-regulated by the working group.

These governance findings are representative of *Active Canada 20/20* as a self-regulating network. Sørensen and Torfing (2005) explain the self-regulating characteristic of network governance as the ability of nongovernmental actors to regulate a particular policy field with a degree of autonomy. The *Active Canada 20/20* working group can be understood as self-regulating through the contribution-based approach to its development which was alluded to by the Provincial Government Director:

Everybody has something to contribute and I think it’s pretty even around that table, and then ParticipACTION captures those thoughts as a collective. I wouldn’t say there’s a domination from any sector or any individual or organization on that group...

The self-regulating working group is ultimately a reflection of the *Active Canada 20/20* (2012) strategy which provides a self-regulating framework for increasing physical activity levels through its four Areas of Focus (Policy Development, Change and Implementation; Targeted Information and Public Education; High Quality, Accessible Programs and Services; and Community Design). In becoming aware of *Active Canada*

20/20, the onus then shifts to the various stakeholders as identified in the strategy to take action and responsibility for affecting change and ultimately joining the *Active Canada 20/20* movement; there is no enforcement of regulations under *Active Canada 20/20*. The NPO CEO articulated this self-regulating nature of *Active Canada 20/20* in the following remark:

What's really interesting about Active Canada 20/20 is [that] it's very chicken and egg right? Like did you need Active Canada 20/20 to get you to do stuff? Or were you doing stuff anyways and therefore we're going to call ourselves Active Canada—under the banner of Active Canada 20/20? So I think that Active Canada 20/20 is happening and is being implemented without people identifying that that's what they're doing, it just is; there [are] many things happening in the country that you could say are used to advance physical activity.

These seemingly fragmented efforts within the physical activity community can benefit from the collaboration and coordination that *Active Canada 20/20* embodies. Whilst collaboration and coordination are findings that will be discussed at length within the theme of Intersectoral Linkages, the idea of collaboration relates to these governance findings as well. The shared governance of *Active Canada 20/20* extended well beyond the working group and purposefully engaged stakeholders all across Canada through a comprehensive consultation process. As discussed by the majority of participants and stated in the *Active Canada 20/20* document, the consultation process involved online surveys and roundtable consultations that had representation from every province and territory in Canada. In terms of feedback, the Senior Consultant informally expressed that “overall I thought the consultation went really—we got a lot of good stuff. And we did

very much take it and incorporate it in the document.” A more formal statement appears in *Active Canada 20/20* (2012) strategy: *“The online and in-person consultation phase involved the enthusiastic feedback of approximately 1,700 physical activity, sport, recreation, public health, government and industry stakeholders. These consultations informed, refined and significantly strengthened Active Canada 20/20”* (p. 23).

In addition to the shared governance of this consultation process that engaged leaders from the various sectors, community governance was an equally important finding in terms engaging stakeholders at the grassroots level thereby democratizing the *Active Canada 20/20* movement. As Somerville (2005) explains, “community governance can therefore be understood as a specific form of political governance (including metagovernance) that allows for the highest degree of democratisation: empowering the public as ‘community’” (p. 120). The Pan-Canadian Physical Activity Strategy (2004) promotes democratized community governance in the following recommendation: *“Using a community development approach, determine a model for early physical activity interventions for children and youth that are community-based, collaborative, sustainable, and build on existing programs”* (p. 6). Encompassed within community governance were findings of grassroots and community development approaches wherein the Physical Activity Specialist recognized *“that’s really where the initiatives are promoted and implemented”*. The importance of using grassroots approaches to advance *Active Canada 20/20* was affirmed by the Federal Government Official:

The fact that the strategy is about advancing physical activity for health through stakeholder engagement and mobilization, there is alignment insofar as the [Agency] does support and recognize the need for the stakeholder community to

take grassroots action on this public health issue.

Grassroots approaches are particularly important for new social movements such as *Active Canada 20/20* where resources are scarce and proper leadership is essential.

Leadership. Although shared and community governance were found to be self-regulating processes, there were findings of leadership (both individual and organizational) that relate to this governance sub-theme. Whilst the working group provided overall leadership of *Active Canada 20/20*, the facilitator(s) of the working group and the consultant initially brought in to craft and write *Active Canada 20/20* played key roles in the development of the strategy and were acknowledged as leaders by various participants. The organizational leadership was unanimously credited to ParticipACTION as the Provincial Government Director recognized that “*the leadership of that group, let’s say from a logistical perspective strongly comes from [the facilitator] and the rest of the ParticipACTION group.*” Furthermore, the Retired NPO Director expressed the following: “*The support from ParticipACTION has been amazing, and I think that they have really gone out of their way to try and engage stakeholders and the [physical activity/sport/recreation] community.*”

These findings of individual and organizational leadership should not, however, overshadow the contributions of the rest of the working group and the organizations they represent as the NPO President explained that “*while ParticipACTION facilitated and led the process there was a sort of shared leadership among everyone on the committee.*” In a concurring remark, the NPO Manager conveyed shared leadership and governance through this hypothetical situation:

If somebody on that advisory committee moving forward wanted to step forward and say: 'I'd like to present this and lead the group in this direction for the next meeting,' I don't think anyone would have a problem with them doing that.

Often, this shared leadership was exercised through taking initiative and essentially “*leading by example*” (NPO CEO) in terms of demonstrating commitment to and embracing the contribution-based approach of *Active Canada 20/20*. Ultimately, the working group is comprised of physical activity (and related sectoral) leaders who were identified and invited to join the working group.

Whilst there was visible leadership among the working group during the development of *Active Canada 20/20*, the implementation of the strategy requires leadership that extends across sectors by engaging sport and recreation leaders, among others, to align their efforts with *Active Canada 20/20*. As the University Department Director explained: “*What Active Canada 20/20 is intended to do is to identify those champions with clear roles about how to implement the strategy so they can work with their peeps [people] and make things happen.*” A particular sector that has also been targeted to provide leadership is the public sector. The findings of federal government inaction, as earlier discussed, speak to the vain attempts at obtaining federal leadership. It was with frustration that the NPO-Academic Researcher expressed that “*the relative absence of the federal government in providing leadership in this regard has been a consistent and disappointing piece of the puzzle.*” In a similar commentary, the Provincial Government Director remarked the following:

The difficult nut has been to crack federal government leadership and that leadership can be in the form of 'we endorse this, we support this, we're going to

embed this into the way we approach physical activity, we're going to provide some resourcing'.

Where federal leadership has been lacking, leadership among the working group has been crucial to advancing *Active Canada 20/20* thus far, particular from certain individuals and ParticipACTION as an organization. They have been careful, however, to foster shared and community governance by engaging stakeholders through the comprehensive consultation process as well supporting grassroots and community development approaches. A comment by the NPO CEO truly embodies the governance of *Active Canada 20/20*: “*This idea that you can't do a strategy to somebody, you have to do a strategy with someone.*” Moreover, this governance process has been self-regulated, as network governance should be according to Sørensen and Torfing (2005). Governance, as explained by Rhodes (1996), is “regulated by the rules of the game” (p. 660) which must be negotiated and mutually agreed upon by the network actors. The *Active Canada 20/20* working group interacted through negotiations, another defining characteristic of network governance that is discussed through the findings of an interactional dynamic.

Interactional Dynamic. The interactions involved in developing *Active Canada 20/20* were a negotiated and dynamic process among the working group. As evidenced in interview and observational data, the working group interacted substantially through negotiations. Specifically, the *Active Canada 20/20* meeting entailed a number of round table discussions and brainstorming sessions that fostered collective input from the working group (Field notes, February 12, 2014). These negotiated interactions involving collaborations, compromise, mutual consensus, and trust-based relationships have been collectively described as an ‘interactional dynamic’ among the working group, as well as

between the working group and its external environment or political landscape. However, the findings within this sub-theme pertain largely to the interactional dynamic within the *Active Canada 20/20* working group.

The development of the *Active Canada 20/20* strategy was very much a negotiated process of give-and-take dialogues among a working group of experienced and expert individuals, each of who are revered in their respective fields. These experts came together under a shared purpose and common goal of affecting change in the levels of physical activity in Canada. However, the process of reaching this goal in light of limited resources (which is elaborated on later in the findings of resource scarcity) created certain tensions in the negotiated interactions, as noted in the following two remarks:

The main end goal everybody's in agreement on. Then you start to get into the objectives that feed into the increasing physical activity levels, and that's where the resource issue hits. And so then people start to argue about which of those is more important. (University Department Director)

The more contentious things come down to 'well listen we have finite resources and we'd love to do the following 20 things but we can only afford to do three of them, which of the three do we do?' So those are more where there might be disagreements or differing of opinions saying 'yeah I think this is most important' or 'I think that's most important' or 'I think we should do more of this or less of that.' But generally speaking we achieve consensus with give-and-take. (NPO-Academic Researcher)

These insights reflect valid though partial views of the negotiated interactions that were characterized by more than just tension and the negative connotation that the word

‘tension’ implies. In a way that frames tensions more impartially, Phillips (2006) adopts the notion of ‘creative tension’ to describe the dynamic of collaborations and negotiations within network governance. The following two comments allude to such creative tensions within the interactional dynamic of the working group:

Just the normal friction that would exist when ideas are being shared and you’re trying to get to a place of common understanding or common agreement. But again I think that all happened in a very respectful way. (NPO President)

Things don’t always go as quickly and it’s certainly not uniform in terms of everybody’s perspective on what we need to do and how we need to do it but that happens in family life, that happens in business, that happens in government, that happens in the NGO sector. So you work out the areas, you try to find areas of common ground and debate and discuss things and at the end of the day we’re still going forward. (Provincial Government Policy Analyst)

The negotiation of shared purpose (Rhodes, 1996) or negotiated meanings as described in the above remarks involved collaborations and compromises, which Phillips (2006) refers to as mechanisms of deliberation. The negotiated interactions among the working group correspond to mechanisms of deliberation that equally characterize network governance as a process that, as Sørensen and Torfing (2005) explain, is contextualized by power dynamics and “rough consensus” (p. 203) (i.e., compromise). Whilst there were marginal findings of power dynamics within the working group, compromise was apparent in the interview data, as evidenced in the following statement by the Senior Consultant on the process of developing *Active Canada 20/20*:

Something worth noting is, it's true of any process like this, you get a bunch of experts in a room and they, instead of necessarily writing what we heard or what the feedback was, they agree on almost a compromise, right. So it gets watered down a little bit.

Compromise is an expected mechanism of deliberation according to Phillips (2006) and, in the case of *Active Canada 20/20*, took place within “*a safe and trusted environment*” (Provincial Government Director). Observational data from the *Active Canada 20/20* meeting affirmed the working group’s dynamic as truly open and sociable in nature; at times, there was even a comical demeanour among the nonetheless professional working group (Field notes, February 12, 2014). An interactional dynamic such as this has fostered trust-based relationships that are typical within the voluntary sector and must be developed and nurtured over time (Phillips, 2006).

There was a general ease among the working group in voicing their opinions and contributing to discussions openly throughout the *Active Canada 20/20* meeting that was observed. Members of the working group did not hesitate to share their ideas, offer insights, exchange knowledge, and were generally respectful whilst other members expressed their views (Field notes, February 12, 2014). The Provincial Government Director captured this free-flowing interactional dynamic of the working group in remarking how the *Active Canada 20/20* meetings were “*a safe venue where people can share their thoughts, without the threat of being shot down. I think providing a venue like that has really strengthened the approach, people started to collaborate more across the different sectors.*” The contribution-based approach to *Active Canada 20/20* was further illustrative of trust-based relationships given the lack of any contractual arrangements

that are typically seen between NGOs and the federal government (Phillips, 2006; Phillips & Levasseur, 2004). The relationship between the *Active Canada 20/20* working group and the federal government, particularly PHAC, was contract-based and rather tense according to eight of the 12 participants. This strained relationship was found to be largely attributable to a divergence of perspectives between the public sector for health and the voluntary sector for physical activity that is examined in a later section.

Furthermore regarding the interactional dynamic within the *Active Canada 20/20* working group, the findings of ownership were a particular focal point of the negotiated interactions. As ParticipACTION has provided significant resourcing to *Active Canada 20/20*, “*there were times when it became ParticipACTION’s document. And that was a definite tension*” according to the Senior Consultant. Nevertheless, it was made explicitly clear that *Active Canada 20/20* is neither owned by ParticipACTION nor the working group; “*Active Canada 20/20 is owned by all those stakeholders who participate in, and contribute to, realizing the vision of a physically active Canada. It belongs to you.*” (*Active Canada 20/20*, 2012, p. 23). The negotiated interactions among the working group resulted in this collective understanding of *Active Canada 20/20* as a communally-owned strategy, change agenda, and movement. These negotiated meanings were observed through the open forum of discussion and input among the working group that validate *Active Canada 20/20* as a true embodiment of collaboration, consensus-building, and trust-based relationships.

The interactional dynamic of trust among the working group is institutionalized within a regulative, normative, cognitive, and imaginary framework (Sørensen and Torfing, 2005) that characterizes network governance. Based on this case study of *Active*

Canada 20/20, the institutionalized framework can be understood through the findings of the political landscape surrounding the development of *Active Canada 20/20*. Given the breadth of these findings, the political landscape represents the second overarching theme of this chapter.

The Political Landscape

The second purpose of this case study was to understand how the political landscape surrounding the development and implementation of *Active Canada 20/20* informed network governance. The contextual importance of the political landscape is fundamental to truly understanding the way in which network governance can be used as a theoretical framework to describe *Active Canada 20/20*. As Sørensen and Torfing (2005) comprehensively define network governance, a characterizing aspect is the institutionalized nature of network governance that operates within a regulative, normative, cognitive, and imaginary framework. The network interactions do not take place within a vacuum (Sørensen and Torfing, 2005), but are influenced by an institutionalized framework and larger political landscape that shapes the functionality of network governance. In the case of *Active Canada 20/20*, there are diverse factors based on the data that comprise this political landscape.

The nature of the Canadian government is a central factor that influences the political landscape surrounding the development of *Active Canada 20/20*. The federal government of Canada operates under the political ideology of neoliberalism which was conveyed in the data and is reflected in the findings of the governmentality, the *Canadian Way*, metagovernance, and devolution. The latter finding of devolution tended to be interpreted as government inaction by participants and was thus a divergent perspective

between government and nongovernment actors. These divergent perspectives are a second factor of the political landscape that are discussed. A third factor concerns resources, or the lack thereof with respect to the development of *Active Canada 20/20* and the voluntary sector for physical activity more generally. Finally, *Active Canada 20/20* was created within a fragmented political landscape that Bevir (2009) attributes to neoliberalism:

Neoliberalism may have created a new governance but it was one characterised less by the emergence of properly functioning markets than by the proliferation of networks, the fragmentation of the public sector and the erosion of central control. (p. 459)

Whilst neoliberal market governance is believed to have fragmented the public sector, network governance can potentially counteract the fragmentation through intersectoral collaborations, the transition to which is the fourth and final factor influencing the political landscape. This transition from fragmentation to intersectoral collaborations, collectively with resource scarcity, divergent perspectives, and neoliberalism, represent four sub-themes that explain how the federal government of Canada impacts the political landscape surrounding *Active Canada 20/20*.

Neoliberalism. The understanding that the Canadian government continues to operate predominantly under the political ideology of neoliberalism was a key finding. However, minor findings of social investment state (SIS) ideologies within the document analysis data are also worth noting. SIS language of social inclusion was noted throughout the document analysis, most prominently in *Active Canada 20/20*, the *Pan-Canadian Physical Activity Strategy*, and the *Canadian Sport Policy 2012*. Similar

language of social inclusion can be noted in the following excerpts from a nongovernment and government document, respectively:

Physical activity must be re-engineered back into daily life through the creation of barrier-free communities. Barrier-free communities are inclusive. They must be designed for all population groups, respecting cultural differences within communities and across the nation, and recognizing the needs of Canadians with various abilities and personal circumstances. (Pan-Canadian Physical Activity Strategy, 2004, p. 3)

Intentionally designed, barrier-free and relevant sport programming can help benefit physical health, mental health and psychological well-being. In this context, it is particularly effective to promote customized, quality programming for traditionally underrepresented and/or marginalized populations to increase participation and the personal and social benefits. (Canadian Sport Policy 2012, 2012, p. 10)

Whilst these analyzed documents indeed promote social inclusion, there is a need for government to reassert its presence in seeing to the improvement of both social and economic outcomes within the SIS (Perkins et al., 2004). As it currently stands however, the federal government of Canada continues to favour the disengaged ideology of neoliberalism. In spite of whether various participants recognized their comments regarding the “back away” (Health Promotion Consultant), “hands off” (NPO CEO), or “back seat” (NPO Manager) approaches of the Canadian government as neoliberalism per se, the comments clearly describe the neoliberal essence of governing civil society through minimal government intervention. The political ideology of neoliberalism is

informed by several categories identified in the data – governmentality, the *Canadian Way*, metagovernance, and devolution – that are each discussed within the context of neoliberalism as conveyed within the political landscape surrounding *Active Canada 20/20*.

Governmentality. The neoliberal ideologies that influence federal government actions or inactions warrant a critical analysis through the Foucauldian concept of governmentality that questions the taken-for-granted practices of the federal government (Dean, 1999). In fact, the government practices of *Canadian Way* politics, metagovernance, and devolution were findings within this case study that tend to be taken-for-granted or accepted in Canada. Governmentality offers a critical lens for analyzing these government practices – an analytics of government (Dean, 1999) – and encompasses the findings of responsibilization, a concept first introduced by Rose (1999) that describes the ostensible freedoms within a neoliberal society such as Canada. By understanding responsibilization in this way, “neoliberalism is thus a form of governmentality within which individuals discipline themselves to use their freedom to make responsible choices” (Bevir, 2011, p. 465-466).

Responsibilization embodies a neoliberal ideology of governing at a distance (Rose & Miller, 1992), which was clear from both interview and document analysis data wherein health promotion was framed as a collective responsibility. A statement of responsibilization for health promotion is restated in *Active Canada 20/20* (as originating from *Creating a Healthier Canada: Making Prevention a Priority*: “Promoting health and preventing diseases is everyone’s business – individual Canadians, all levels of

government, communities, researchers, the non-profit sector and the private sector each have a role to play” (Active Canada 20/20, 2012, p. 5).

Responsibilisation is therefore promoted by *Active Canada 20/20* under a governmentality which supports the belief that *“individuals are responsible for their own physical activity levels”* (*Active Canada 20/20*, 2012, p. 14), whilst also understanding the social determinants of health that influence individual behaviours. Social determinants of health contextualize the way in which the physical activity sector promotes responsabilization regarding physical activity:

Ultimately, most Canadians make a personal choice about whether they will be active and about the kinds of physical activity in which they will participate. But these choices do not exist in a vacuum. Many Canadians face barriers and inequities that make it more difficult to be regularly active. (CAL, 2006, p. 19)

The recognition of social determinants of health by the physical activity sector was likewise acknowledged within public sector document analysis data. In spite of this, the Children’s Fitness Tax Credit represents a (neoliberal-influenced) government action that disregards social determinants of health in promoting physical activity among Canadians. The Senior Consultant remarked that *“you’re looking at a government that has very clear philosophy on how to do things, and tax credits are the way to do things”*. The government philosophy of neoliberal responsabilization supports tax credits by placing the onus on citizens to take advantage of tax credits. As a form of governmentality, the Children’s Fitness Tax Credit is a form of regressive social policy that promotes the concept of an active society (Larner, 2000) wherein individuals participate as active citizens based on individual interest and well-being (Green, 2007;

Raco & Imrie, 2000). Governmentality is further embedded through technologies of power (Bevir, 2011) such as the accountability regime that has become accepted as “the way it is” in Canada – in effect, the *Canadian Way* which is now discussed. The findings of governmentality will, however, continue to be identified and explicated throughout the political landscape.

The Canadian Way. Complementary to the neoliberal government in Canada, participants expressed sentiments of what Phillips (2009) terms the *Canadian Way* in articulating how *Active Canada 20/20* and the voluntary sector for physical activity more generally are significantly under-funded and under-resourced. Interview participants explained how *Active Canada 20/20* has been advanced primarily by a volunteer-based working group and the reallocation of already-scarce voluntary sector dollars (i.e., from ParticipACTION). Despite the abundance of dedication and passion expressed by participants, there was also an air of pragmatism as the Physical Activity Specialist explained: “*There’s some general understanding of the things that are working and not working but we just don’t have the political will to see them happen.*” These general understandings are more accurately the expertise and experience of the interviewed participants who each hold between 20 to 40 years of work experience in the field of physical activity and health (see Appendix H: Participant Background Information).

Despite this expertise and experience, the lack of political will among the working group to implement the strategy reinforces *Canadian Way* politics “that have placed significant limits on how much power the federal government has been willing to share with voluntary sector actors” (Phillips, 2006, p. 4). The *Canadian Way* impacts the political landscape surrounding *Active Canada 20/20* by limiting the ability of the

voluntary sector for physical activity to effect change on a national level and in any coordinated fashion. As stated in the *Pan-Canadian Physical Activity Strategy* (2004), “three and a half million citizens volunteer their time and expertise to support physical activity programs. Yet, these myriad actions appear disjointed” (p. 10). The concept of governmentality that Foucault (1991) described as the enduring political ideologies (neoliberalism) and rationalities (*Canadian Way*) of the public sector implicitly steer the physical activity community to address these fragmentations within the political landscape.

The regulated or limited capacity of the voluntary sector for physical activity under *Canadian Way* politics can be partly attributed to the (over)emphasis on accountability by the federal government (Phillips, 2006). The language of surveillance, monitoring, and evaluation is prevalent within the government documents analyzed; and this language is consistent across nongovernment documents as well:

A periodic evaluation will be key for the federal government, with physical activity stakeholders, to determine how the actions are being implemented, whether adjustments are necessary and if progress towards the achievement of the outcomes, and ultimate benefits to Canadians is occurring. (Investing in Prevention: A Business Plan to Increase Physical Activity in Canada, 2006, p. 16)

Additionally, the need for evidence-based research and work was understood among interview participants as the Senior Consultant explained “if we’re not basing on best practice or best research, what’s the point because we’re just guessing otherwise... so I think it has to be based on evidence absolutely.” Governmentality is clear yet couched within this comment that embraces the evidence-based measure of

accountability by the federal government. This accountability regime that is characteristic of *Canadian Way* politics can influence the relationship between government and nongovernment considerably (Phillips, 2006). In fact, funding relationships appear to be the primary means of interaction between the federal government and the physical activity sector based on the interview data. Whilst these funding partnerships encourage intersectoral collaborations, they appear to be purely contractual-based. Phillips and Levasseur (2004) regard contractual relationships as a legacy of New Public Management (NPM) that can be inferred from the recent changes to the funding structure of one federal government department as explained by the Federal Government Official:

An open and ongoing solicitation that is made public to eligible organizations to apply to get funding... through this initiative. And in doing so, if the initiative is deemed based on a comprehensive review process and discussions with the organization that applies to be eligible and worthy of advancement based on the criteria that we've established for the solicitation then we would recommend funding to the minister who decides in the end what the funding would proceed.

Federal government characteristics of *Canadian Way* accountability, government bureaucracy as well as marketization (i.e., a competitive funding system and strand of NPM) are all conveyed in this quotation. Such forced competition for scarce dollars within the not-for-profit sector (Phillips, 2006), specifically the physical activity community was recognized by the NPO Manager:

Physical activity organizations even sport to some extent used to exist in a fairly competitive environment... there would be a call for funding proposals from the

Public Health Agency or Health Canada and we would all work madly to get them in there and compete for funding and fight and be secretive.

The competitive or adversarial environment within the physical activity sector was reiterated by the NPO-Academic Researcher as *“the more you get the less I get and that type of historical thinking has been around for a long time.”* According to Phillips (2006), the introduction of NPM in the late 1980s and early 1990s is the origin of such historical thinking that has since resulted in the diminishment of the physical activity sector. As the Senior Consultant remarked, *“if you’d have talked to me five years ago... it would’ve been at least 10 strong national physical activity organizations and if I looked around now there [are] about three strong national physical activity organizations.”*

This reality of the physical activity sector was reaffirmed by the Health Promotion Consultant:

As the federal government evolved and different strategies different priorities emerged, they were whittling away at not just our funding it was [the funding of] all the national organizations. At one point there were 22 different organizations nationally that had a focus on some aspect of physical activity... Only a handful of them have survived to this point in time.

The validity of the participants’ comments is substantiated by Phillips (2006) in stating the following:

The impact on voluntary sector organizations of the changes to funding, representation and social programming has also been well documented. Voluntary organizations cut costs to the bone; many closed programs; and many were significantly destabilized, unable to undertake strategic planning or retain high

quality staff because of short-term funding horizons and the need to chase project funding. Although there was also enormous resilience and innovation in this sector for survival purposes, an overwhelming effect has been the self-imposition of restraints on public policy advocacy for fear of jeopardizing funding. (p. 22)

The adversities of NPM on the voluntary sector as described by Phillips (2006) are empirically supported by this case study of *Active Canada 20/20*, the political landscape surrounding which is illustrative of the struggles among the wider physical activity community. The resiliency and innovation also mentioned by Phillips (2006) truly characterizes how the *Active Canada 20/20* working group came together, despite *Canadian Way* politics, to develop what can now be considered the most expansive and collaborative physical activity strategy to date. Surrounding the *Active Canada 20/20* strategy is a political landscape that, in addition to *Canadian Way* politics, contains a neoliberal framework of metagovernance that represents the next category of neoliberalism.

Metagovernance. The concept of metagovernance is a way to steer the broader framework and strategic direction of neoliberal governance (Phillips, 2006; Somerville, 2005), which in turn can influence the institutionalized framework of *Active Canada 20/20*. In Harvey's (2005) definition of neoliberalism, "the role of the state is to create and preserve an institutional framework..." (p. 2), or rather a metagovernance framework, that supports strong private sector capacity. This implies minimal government intervention layered with governmentality, both of which were findings from this case study of *Active Canada 20/20*. There was indication that the federal government supported this sector-led initiative in that both Sport Canada and the PHAC elected to

observe (but deliberately not engage in) the development of *Active Canada 20/20*.

According to the Federal Government Official, the purpose of the observations was “*to be aware of how this was being developed, what its purpose was and the players involved, and what in the end would be the actions taken on behalf of the NGO community to advance the strategy.*”

Such observations or monitoring throughout the development of *Active Canada 20/20* and more generally of nongovernment activity is a form of metagovernance that Sørensen (2006) calls “hand-on support and facilitation” (p. 101). However, it still represents minimal government intervention because “even though this form of exercising metagovernance is hands-on, it is in no way assertive. It is substantively neutral in the sense that the metagovernor does not “seek to achieve his or her own objectives” (Sørensen, 2006, p. 102). From a more critical approach however, the metagovernor (i.e., the federal government) indeed imposes, or at least ensures compliance with, their political will (Taylor, 2000). The observations by federal government representatives (from Sport Canada and PHAC) of the development of *Active Canada 20/20* were essentially an exercise of metagovernance that was noted by the NPO Manager in the following remark: “*Government at the federal level takes a back seat to some initiatives especially around health that’s a provincial jurisdiction and they like the divide and conquer thing.*” The notion of ‘divide and conquer’ equally captures metagovernance and governmentality as a way of surveilling and coordinating the devolved responsibilities of physical activity promotion.

Metagovernance can, in this way, be interpreted to contain an entrenched power dynamic that coincides with governmentality and how modern government exercises

power and authority without sovereign rule (Rose-Redwood, 2006). Within this case study, the federal government has a coordinating or metagoverning role (Sørensen, 2006) that influences the decision-making process for *Active Canada 20/20* which was presented at the 2012 Conference of Federal-Provincial/Territorial Ministers of Health and met with following response:

'Well this is important and should influence our work but we need to understand its connection to the Canadian Sport Policy and the Recreation Agenda so go back now and figure out how those three things fit together and come back with your recommendations;'; and I think that will contribute to further engaging governments around this. (NPO President)

These suggestions of alignment by the federal government illustrate the power relations that effectively steers the direction of *Active Canada 20/20*. Whilst this quotation illustrates government exercising its role as metagovernor, the following remarks demonstrate the governmentality underlying *Active Canada 20/20*:

It needs to reflect the... culture I guess of what funders, and I don't mean just government though certainly they're a part of that, what they're able and willing to support... So I think from a strategic perspective this document needs to be positioned within some of these trends. (Health Promotion Consultant)

It's not necessarily endorsing Active Canada 20/20, it's maybe supporting the sort of integration of the three approaches. So that's going to be an interesting sort of evolution. (Provincial Government Director)

Any evolution of physical activity promotion in Canada must be contextualized by the devolution of responsibility for both physical activity and recreation. The role of

the federal government as a metagovernor is now to coordinate these devolved responsibilities.

Devolution. *Active Canada 20/20* has been influenced by the concept of devolution which relates to the neoliberal ideology that influences the political landscape. The minimalist government ideology of neoliberalism meant devolving certain federal responsibilities for health to the provincial level and private sectors in Canada (Andrews & Silk, 2012). First introduced in 1987 according to Craig (2011), devolution coincided with the introduction of NPM. The notion of devolution was present in the data through the comments of four participants regarding how the responsibility for physical activity and recreation shifted to the provinces and territories. Specifically, the *National Recreation Framework* (1987) was analyzed as a key document that establishes the delivery of recreation (at the time defined to include sport, recreational or physical activity, as well as artistic, cultural, social, and intellectual activities) in Canada as a provincial responsibility from 1987 onward.

Craig (2011) elucidates that the principle of devolution became a reality a decade later as the federal government began to privatize public functions. Specifically related to physical activity, a document entitled *Physical Inactivity: A Framework for Action; Towards Healthy Active Living for Canadians* (1997) was developed to coordinate the efforts regarding physical activity promotion between federal and provincial/territorial governments. The Federal Government Official affirmed the coordinated yet devolved efforts:

There are ongoing linkages between the work of the [Agency] in the federal-provincial/territorial context to the Active Canada 20/20 initiative in that federal

government [departments] work together with provinces and territories on joint initiatives and joint policy work to advance physical activity, recreation which is a provincial jurisdiction.

Andrews and Silk (2012) reaffirm that recreation and health promotion, among other public health areas, remain functions of the private sector through devolution. The sector-led approach to developing *Active Canada 20/20* is further suggestive of devolution, as is the ongoing and collaborative efforts between the Canadian Parks and Recreation Association (CPRA) and provincial-territorial governments to redevelop and implement the *National Recreation Framework 2012-2022*. This document was discussed by the *Active Canada 20/20* working group during observations of an *Active Canada 20/20* meeting where it was identified as a point of alignment with both the *Canadian Sport Policy 2012* and *Active Canada 20/20* (Field notes, February 12, 2014). As explained by the Provincial Government Policy Analyst:

The federal ministers have indicated that they're looking to see a coordinated approach for both the National Recreation Framework that's being developed and the Active Canada 20/20 program and they're expecting to see some linkages with the Sport Policy so in that regard there's some degree of integration on the three national initiatives.

Despite collaborative efforts between the sectors of physical activity, recreation, and sport to align these three national documents, the approach to developing the strategies were contrasted by the NPO President:

Documents like [these] strategies, national policies, can happen in a number of ways and they typically happen from the government... and they create a policy

and try to push it down. I think what's somewhat unique of [Active Canada 20/20] and this approach is that it's more of a bottom-up, sector-led initiative.

Whilst the government-led *Canadian Sport Policy* was endorsed at the federal level, *Active Canada 20/20* and the *National Recreation Framework 2012-2022*, as bottom-up or sector-led initiatives in light of devolution, continue to seek federal endorsement. Participants conveyed a legitimizing quality to the federal government, as captured by the Health Promotion Consultant who stated: *"It's still not complete without the federal government being involved in this. So not that they necessarily have to be the most important player but they have to be part of it."* Whilst there was a general desire to receive endorsement at the federal level, participants nonetheless articulated a sense of autonomy from the federal government. The NPO CEO explained that *"Active Canada 20/20 is trying to keep moving forward without waiting just for government"*; and the Senior Consultant affirmed that *"it was always designed with the intent that this is a standalone document, whether or not the government gets onboard, whether or not anybody gets onboard, we're trying to answer the question: what does Canada need to do?"*

The approach to addressing this question would likely differ between the public and voluntary sector, which highlights the divergent perspectives between the federal government and physical activity community. The next section presents the findings regarding divergent perspectives within the political landscape surrounding *Active Canada 20/20*.

Divergent Perspectives. Consistent with the interpretive tradition, perspective is both acknowledged and valued (Hesse-Biber & Leavy, 2011); and it was in embracing

interpretivism that divergences in perspective were identified within both the interview and observational data. Divergent perspectives was thus a sub-theme of the political landscape that highlighted the polarizing views of government and nongovernment, summarized effectively by the NPO President: *“The government reality and the non-government organizations’ realities are not always the same and helping each other understand the other’s reality can result in some... friction.”* The NPO President qualified the use of the word “friction” as perhaps too negative of a word, but that the reality of government and nongovernment are nonetheless fundamentally different. Divergent perspectives were found to exist between the voluntary sector for physical activity and each of the public sport sector and public health sector.

Sport–physical activity. The prioritization of sport relative to physical activity in Canada was noted by seven of the 12 interview participants, and was a major point of divergent perspective between the public sector and the voluntary sector for physical activity. The divergence in perspective is concisely captured by the Senior Consultant: *“I totally agree with those who say federal government hasn’t been committed to physical activity. I would also say they think they are. So, whose fault is that I don’t know.”* The perceived lack of commitment to physical activity is contrasted to the (over)commitment to sport by the federal government, explained by the Provincial Government Director as such:

I get annoyed with us continu[ing] to talk about the F/P-T sport, physical activity, and recreation ministers because their daily [interest] is sport. It’s not health, it’s not the wider local governments, private... it’s very much around sport delivery their mindset.

This view of prioritizing sport above physical activity is consistent with the findings from a report by the Public Policy Forum (2003) that examined the relationships between sport, health, and physical activity. The sport sector was perceived as elitist in its pursuit of sport excellence for the few (Public Policy Forum, 2003) in contrast to general sport and physical activity participation for the masses. The prioritization of sport is further supported by the existence of the *Canadian Sport Policy* but no equivalent physical activity policy. This contextualizes the following comment by the University Department Director who believed “*there was always this sort of envy in the physical activity community that there was a sports strategy and other related or similar issue areas.*” There was dialogue around a physical activity policy among eight of the interview participants, a number of who drew comparisons to the existing *Canadian Sport Policy 2012*. In fact, an area of focus in the *Active Canada 20/20* (2012) strategy is to “*Create a Canadian Physical Activity Policy similar in reach and scope to the Canadian Sport Policy. The Canadian Physical Activity Policy should explicitly target increased physical activity and reduced sedentary behaviours*” (p. 7). Even prior to the development of *Active Canada 20/20*, the physical activity sector sought to position physical activity on the policy agenda:

It's a longheld desire and hope for people who have worked in physical activity to have a strong guiding document that does a few things. One that it links directly to policy development, so at the federal level and then joint provincially/territorially to policies and strategies that are being developed by government with money put towards them to increase physical activity levels.

(University Department Director)

This physical activity sector perspective is clearly distinct from that of the public sector for sport which the Senior Consultant believed “... *is so well funded right now they don't care that much about the rest of the... well why should they when they've got what they need.*” Regardless of the sport sector's concern for other sectors, the comment is accurate in rhetorically asking ‘why should the sport sector care?’ given that Sport Canada had a budget that exceeded \$200 million in the 2012-2013 fiscal year (Canadian Heritage, 2013). As the NPO-Academic Researcher affirmed of the sport sector:

There's central funding for whatever the Canadian Badminton Association or the Canadian Water Ski Association or whatever, the Olympics, Own The Podium all those sorts of things. And it's not like there are no investments in physical activity, just proportional to the size of the problem it's anemic.

In contrast to the affluence of the sport sector, the landscape of physical activity in Canada is significantly different as the sector has experienced declining funding over the years:

The funding for physical activity in Canada has dropped... it was \$10 million a year just for physical activity, 10, 20 years ago. It's nowhere near that now. So there's the evidence that your priority is where your money is right? (Senior Consultant)

Under this logic, sport is clearly prioritized above physical activity by the federal government. A divergent perspective in this regard is the extent to which the federal government upholds that investments into sport also support physical activity through the notions of sport participation or sport for all. This view is strongly articulated throughout the *Canadian Sport Policy 2012*, the *Physical Activity and Sport Act* (2003), and was also

acknowledged by the NPO President: *“Through sport we’re usually physically active and therefore if you’re going to get physically active one of the ways you can is through sport.”* From this sport-centric perspective, sport is viewed as the larger construct within which physical activity is but one aspect. Bloodworth et al. (2012) support this perspective by affirming that “sports itself might offer greater potential for fulfilling such values than thinner physical activities that might be equal in calorific expenditure, but not so in the range of values and challenges they present” (p. 510). These values of sport as referred to by Bloodworth et al. (2012) are represented in five legitimations of sport by Chalip (2006): health, salubrious socialization, economic development, community development, and national pride. The policy framework of the *Canadian Sport Policy 2012* reflects these sport values or legitimations in discussing the various interdependent contexts of sport participation (as well as the notion of physical literacy). The four pillars (Enhanced Participation, Enhanced Excellence, Enhanced Capacity, and Enhanced Integration) of the initial *Canadian Sport Policy* (2002) are conveyed in Chalip’s (2006) sport legitimations much more explicitly. With a government-endorsed policy, the public sector for sport clearly embraces the perspective that physical activity promotion can be satisfied through sport participation. An acknowledgement of this perspective is even made within the *Active Canada 20/20* strategy (2012): *“Implementation of the Canadian Sport Policy should bring priority to increasing physical activity levels and decreasing sedentary time as part of its sport participation goal”* (p. 19). This clear point of convergence between *Active Canada 20/20* and the *Canadian Sport Policy* (2012) should be qualified by the understanding that any prioritization of physical activity (or sport

participation) within the sport-centric perspective is marginal relative to high performance sport.

The recognition of physical activity as a ‘multidimensional construct’ (Lindquist, Reynolds, & Goran, 1999, p. 310) embraces the divergent perspective where physical activity is viewed as holistic in nature and inadequately promoted through sport alone. Sport is only one form of physical activity that is likened with exercise (e.g., calisthenics), purposive physical activity (e.g., taking the stairs, biking to work), and physical recreation (e.g., unstructured play) (Chalip, 2006; Hendersen, 2009; Murphy & Waddington, 1998). In discussing health as a legitimization for sport, Chalip (2006) concedes that elite sport systems are incongruent with health promotion and mass sport participation.

Whilst certainly a strong and astute view, it is likely a contested one as well. The Senior Consultant suggested a similar perspective of high performance sport in rhetorically asking the following: “... *when [the federal government] invest[s] in their Olympic athletes for example, do they believe that they’re improving the health of Canadians when they do that just by having the role models? They may believe that...*” However, it would certainly not be a unanimous belief as the Public Policy Forum (2003) and numerous academic research articles (Collins et al., 2012; Green, 2007; Green, 2009; Grix & Carmichael, 2012; Murphy & Bauman, 2007) dispel the correlation so often purported between elite sport events and population health. The physical activity perspective supports a holistic view of health and physical activity, the benefits from which cannot be derived from sport alone. As the Retired NPO Director remarked: “*We’re not just physically active for health reasons. They’re a lot of other reasons that*

we're physical active". The multidimensional nature of physical activity was recognized throughout the data and was best captured by both the Federal Government Official – *"the factors that influence physical activity participation are varied and complex"* – and in the *Active Canada 20/20* (2012) strategy: *"Physical activity is influenced at the community level through a complex relationship between people and their environment"* (p. 14). In terms of this case study, physical activity as promoted through *Active Canada 20/20*, is recognized as a multidimensional construct in itself and also as a divergent perspective from sport with the political landscape.

Health–physical activity. In a comparable divergence of perspectives, there are contested views between the public health sector and the voluntary sector for physical activity. The majority of interview participants discussed physical activity in the context of health promotion and chronic disease prevention, a number of whom commented on the extent of government (in)action in this regard. Despite perceptions of government inaction towards health promoting physical activity, it was clear from the data that the overall importance of health promotion and chronic disease prevention is acknowledged by the federal government. Various documents that were analyzed uphold the importance of health promotion, such as the *Declaration on Prevention and Promotion from Canada's Ministers of Health and Health Promotion/Healthy Living* which:

... reflects the important role that health promotion and disease and injury prevention play in improving the health of Canadians... More emphasis needs to be placed on the promotion of health and on preventing or delaying chronic diseases, disabilities, and injuries. (PHAC, 2010, p. 2)

Physical activity is one way of proactively addressing health problems and

chronic diseases yet is routinely overlooked as such at the federal level (not unlike physical activity in the sport sector). This can be rationalized through devolution (as discussed earlier) whereby the NPO CEO stated that *“physical activity promotion that is something that tends to be—like it is a provincial kind of policy jurisdiction; whereas sport and health each have federal representation in Sport Canada and PHAC, respectively. The NPO CEO further proposes that “there’s maybe not a complete logical fit for this idea [of physical activity] within the federal government.”* The public sector would likely concur with this view, hence the devolution of physical activity and recreation.

However, there is a divergent perspective from the voluntary sector for physical activity, one of government inaction and even disregard for physical activity. The Public Policy Forum (2003) found that physical activity was “lost in the shuffle” (p. 8) of other, more disease-based, health issues. The Physical Activity Specialist affirmed that *“physical activity is [minuscule] on their priority list it’s tiny like they’re not really—they’re more looking at the disease stuff.”* The Retired NPO Director also commented on how *“it’s health care it’s not health promotion”* that receives the vast majority of federal funding. According to Raphael (2008b), health promotion is a marginal discourse within Canadian health policy. The health sector operates under a medical model that prioritizes disease, infection, and even tobacco cessation above physical activity (Public Policy Forum, 2003). The perspective of the physical activity sector is, in essence, that acknowledgement is the extent of federal government “action” in support of physical activity as a means of health promotion and disease prevention. Wharf-Higgins (2002) shares this view in explaining how “the emphasis on health promotion and disease

prevention and its importance to the health care system have been strongly articulated but followed by a paucity of action” (p. 7). Adding context to this view, the Provincial Government Policy Analyst likewise articulated the acknowledgement yet inaction by the federal government:

Now notwithstanding the fact that Health Canada and the Public Health Agency of Canada recognizes that physical activity especially health-enhancing physical activity that meets the national guideline is a fairly important strategic approach to reduce chronic disease prevention and therefore reduce healthcare costs. The delivery of those kinds of programs, more formally they’ve been taking the view that that’s the responsibility of provinces and territories. I think from a stakeholder perspective I would probably suggest the stakeholder community for physical activity doesn’t really agree there and thinks the federal government should take a stronger role. Whether they do or whether they don’t coming forward we’ll have to wait and see.

This divergent perspective as described by the Provincial Government Policy Analyst is contextualized by devolution and the understanding of how devolved responsibilities by the public sector were typically perceived as inaction by the not-for-profit sector. Under this perception of government inaction, the NPO Manager asserted the following call to action:

Governments and the world is realizing of course that physical activity and exercise plays a huge role in prevention of chronic disease and keeping people healthier and living quality lives for longer like it’s well known and it’s time to stop acknowledging that and to take action to make that happen.

Action can take many forms however, and this physical activity stakeholder perspective of *inaction* contrasts the public health sector that is likely content with its current actions (i.e., contract- and project-based funding and tax credits) and levels of commitment to physical activity promotion (which are marginal relative to sport and health).

The public health sector perspective is further contextualized by the federal government's integrated approach to health promotion and chronic disease prevention, as set out in the 2005 *Integrated Pan-Canadian Healthy Living Strategy* where emphasis has been placed on "*healthy eating, physical activity and their relationship to healthy weights*" (PHAC, 2005, p. 2). Given the federal government's integrated approach, *Active Canada 20/20* may need to be moulded to fit this integrated vision in order have any chance of advancing "... *at the broader policy level to affect population level change*" (Federal Government Official). The challenges in this regard, however, are that *Active Canada 20/20* is a sector-led strategy and physical activity is a devolved responsibility, raising the question as posed by the NPO CEO: "*Where does physical activity fit in that whole context?*" Likewise, *how* does physical activity fit into the (divergent) contexts of sport and health?

The physical activity community and not-for-profit sector at large have historically operated "*at a level of intervention that involves direct programming for end-user, for individual Canadians to increase their physical activity*" (Federal Government Official). This federal government perspective essentially promotes *Canadian Way* politics that continue to view the voluntary sector as strictly a service provider rather than a governing partner with input into the policy decision-making process (Osborne &

Gaebler, 1992; Phillips, 2004). Consequently, the voluntary sector for physical activity is now faced with accepting a convergent perspective – one that reflects *Canadian Way* governmentality – to each of the public sport and public health sectors.

In terms of how physical activity fits into each of these sectors, the Public Policy Forum (2003) directs attention to the *Canadian Sport Policy* and the *Healthy Living Strategy* which both promote physical activity through integrated approaches. Both government documents were analyzed and found to support physical activity, albeit through sport participation and healthy living, respectively. A concern raised by various participants in this regard is the relative prioritization of physical activity within the federal departments of sport and health. The view of the physical activity sector is that physical activity is positioned as a lowly priority in two sectors, which is a divergent perspective from that of the public sport and public health sectors. These divergent perspectives influence the political landscape of *Active Canada 20/20* and, in turn, impact the ability to implement the strategy and advance the *Active Canada 20/20* movement. Another finding that factored into the advancement of *Active Canada 20/20* and its surrounding political landscape was resource scarcity.

Resource Scarcity. The overall lack of resources in developing *Active Canada 20/20* and within the physical activity sector more broadly was noted by 10 of the 12 interview participants. Resource scarcity can be linked to the political landscape and *Canadian Way* neoliberalism that continues to leave the voluntary sector for physical activity under-resourced. In spite of this, the NPO-Academic Researcher was “*inspired by the sector and... think[s] it’s amazing what gets done with what’s available and with the social forces that are working against it.*” These social forces can essentially be

understood as *Canadian Way* politics. Both *Active Canada 20/20* and the earlier Coalition for Active Living (CAL) experienced resource issues throughout their development; and in the case of the CAL, its eventual demise. Where the Coalition was ultimately overcome by resource issues as per the Health Promotion Consultant, *Active Canada 20/20* has developed a stronger framework and support system, as explained by the Provincial Government Policy Analyst:

The Coalition for Active Living attempted to do what Active Canada 20/20 is doing, but it did not have the drive or the support from ParticipACTION it... was never able to get the financial resources and establish itself.

This illustrates how leadership (not to be mistaken with ownership), in this case from ParticipACTION, has been a major component in resourcing and thereby advancing the *Active Canada 20/20* movement. The NPO President clarified the distinction between leadership and ownership in explaining that “*while they don’t own it, I think they’ve provided important leadership to the process and that was crucial to the success of Active Canada 20/20 being completed.*” In addition to leadership, various other factors identified from the data analysis have also contributed to redressing the resource scarcity concerning *Active Canada 20/20*. The combination of resiliency (Phillips, 2006) as well as passion, volunteerism, and intersectoral collaborations within the physical activity sector have driven *Active Canada 20/20* forward despite limited resources. These findings are captured in the following comments by the NPO-Academic Researcher in response to resource scarcity:

It [has] probably limited the impact and the advancement of Active Canada 20/20 but I think it shows the persistence and resourcefulness of the sector as a group

coming together and sort of donating our time and expertise and distribution channels and so forth to try and advance what we believe is an important public health issue.

The resource dependency perspective informs these findings by directly linking resource scarcity to collaboration. Thibault and Harvey (1997) explain that resource dependency within the Canadian amateur sport system requires collaborations in order to generate essential resources. In the case of *Active Canada 20/20*, resource dependency and the resulting collaborations among the working group produced a minor power dynamic:

The resources for the most part have come through ParticipACTION so again they have—they're donating resources to the sector. And so they still kind of hold the veto power in terms of 'well, we'd love to do a whole bunch of things for Active Canada 20/20 but ParticipACTION is not Active Canada 20/20, ParticipACTION is ParticipACTION; Active Canada 20/20 is a concept'. (NPO-Academic Researcher)

According to Thibault and Harvey (1997), such dynamics of power are not uncommon from resource dependency but can be mitigated by clearly delineating the intentions of the collaborating stakeholders. *Active Canada 20/20* does precisely this in addressing the ownership of *Active Canada 20/20* explicitly within the strategy: "*Active Canada 20/20 is owned by all those stakeholders who participate in, and contribute to, realizing the vision of a physically active Canada. It belongs to you*" (p. 23).

It is with this collectively-owned understanding of *Active Canada 20/20* that a 'contribution-based approach' was identified as an emergent finding related to resource

scarcity. According to the NPO Manager, the contribution-based approach was prompted by ParticipACTION:

We were challenged by ParticipACTION to say 'how much will you contribute?' and it was a little intimidating to have to sit there and say '2,500 dollars!' or, '5,000 dollars!' or 'I'll contribute printing' or whatever but people did step up... people contributed what they could based on the level of commitment they had or whatever they did.

Members of the *Active Canada 20/20* working group, either as an individual or on behalf of their organization, contributed only what they “*could contribute in time, expertise, and resources... there was a contribution-based approach to getting it done*” (NPO President). The contributions of time correspond to the findings of volunteerism which have been instrumental considering the lack of resources as explained by the NPO CEO: “*There [are] no resources still so everybody's volunteering their time whether that's chairing or acting on a group to just keep the momentum going.*” However, volunteerism was also identified as a potential barrier to the strategy-making process given that time is a valuable commodity and requires members of the *Active Canada 20/20* working group to go “*above and beyond the work that they already do*” (Physical Activity Specialist). This is where the findings of passion expressed by interview participants are illustrative of the commitment among the working group to contribute their time, expertise and experience to *Active Canada 20/20* notwithstanding the responsibilities of a full-time job. It is in this way that *Active Canada 20/20* is “*a testament to the type of people [who] are in the sector that you're able to get people to say 'yeah you know what I'll do it off the side of my desk'*” (NPO CEO). This interplay

between volunteerism and passion – an emergent volunteerism-passion nexus – has proved invaluable in compensating for the overall lack of resources and ultimately in driving *Active Canada 20/20* forward by means of this contribution-based approach.

The contributions among the working group have been a collaborative endeavour and juxtapose the competition for limited resources that has historically taken place within the physical activity sector. The University Department Director made the following remark in discussing the collaboration of physical activity organizations:

They're all typically applying for the same types of funding sources whether those be government or corporate or philanthropic. And so then they're pitted against one another to demonstrate whose doing more important work in physical activity and that is often where it breaks down.

Whilst resourcing is an ongoing challenge to the sustainability of *Active Canada 20/20*, the contribution-based approach has functioned to abate the competitive or adversarial environment that can be created due to resourcing issues. Such was not the case for the earlier Coalition for Active Living:

When the dollars became very lean our member organizations were fighting for the same dollars and so we were becoming competitors to them and really that was never the intent. So almost from an ethical standpoint we needed to take a step back from that process. (Health Promotion Consultant)

Where an adversarial environment was detrimental to the CAL, a contribution-based approach has benefited *Active Canada 20/20*. Nevertheless, resource scarcity can propagate an adversarial environment, or a “culture of cannibalism” according to the findings by the Public Policy Forum (2003, p. 8), which can effectively fragment the

sector. Fragmentation was a related finding within the political landscape surrounding *Active Canada 20/20* that can be addressed through collaborations; and thus the transition from fragmentation to intersectoral collaborations is the next sub-theme that is discussed.

From Fragmentation to Intersectoral Collaborations. The physical activity movement that is *Active Canada 20/20* is a collaborative effort to counteract the fragmented delivery of physical activity in Canada. As explained by the Provincial Government Policy Analyst:

This is basically pushing the federal government and the provinces and territories a little bit to say 'hey, rather than just having a spattering of menu items that are happening all over the place, can we not coordinate this and focus our efforts in specific areas that really need work?' That's the plan.

Fragmentation, as identified in both interview and document analysis data, was a natural outcome of the public sector reforms in the 1980s and 1990s that restructured and decentralized state functions (Rhodes, 1994). Physical activity and sport were no exception as evidenced by the dismantling of the Ministry of State for Fitness and Amateur Sport in 1993 (Thibault & Babiak, 2005). The responsibility for sport (i.e., Sport Canada) was reassigned to Heritage Canada whilst healthy living (i.e., Fitness Canada, formerly Recreation Canada) remained a function of Health Canada (Public Policy Forum, 2003). Considering that physical activity is now a broad responsibility of both the Department of Canadian Heritage and Health Canada, the following assertions are both accurate and warranted:

Canada's approach to increasing physical activity has been fragmented. As a result, these individual efforts have lacked the coordination and strategic

approach needed for population-wide interventions that link evidence to action.

They have, therefore, failed to produce meaningful national results. It is time to move beyond uncoordinated efforts to become a country of strategic action.

(Active Canada 20/20, 2012, p. 10)

The current delivery system for physical activity in Canada is not coordinated. In reality there are strong functioning parts to the system, but nothing in place to ensure that the parts are working together in ways that maximize effectiveness and efficiency. The public, private and voluntary sectors do not have mechanisms for working together and it is unclear who is doing what with whom. (CAL, 2006, p. 8)

The widely acknowledged fragmentation of the physical activity sector factors into the political landscape as it was a major impetus for the development of *Active Canada 20/20* as a collaborative and holistic movement. As the physical activity sector was described as fragmented in itself, so too was there fragmentation, or isolation, between the sectors of physical activity, sport, recreation, and even health. These sectoral silos are systemic in nature given the structure of the federal government that operates through various departments and ministries. The NPO-Academic Researcher described these systemic silos in terms of ‘bubbles’:

So you’ve got sport think of it as a bubble; you’ve got recreation think of it as another bubble; and you’ve got sort of active living and physical activity more generally which is another bubble and those three bubbles have acted historically independently, reasonably independently. Turf protection and resource scavenging and those sorts of things.

The notion of territoriality and silos were also noted by the Public Policy Forum (2003) which found that the sectors tend to operate vertically and with little incentive to engage horizontally. Many other participants spoke to this historical fragmentation given their vast experience in the physical activity sector. In particular, the Retired NPO Director remarked the overall lack of collaboration in addressing the physical inactivity crisis:

There were all kinds of pockets of things happening but there was nothing that was national. There was nothing that was addressing the issue in a collaborative/joint way that included all of the stakeholders, all levels of government, private sector, planners, municipalities and so on and so forth.

As a change agenda, *Active Canada 20/20* urges a variety of stakeholders to collaboratively engage in this movement of increasing physical activity levels. The *Active Canada 20/20* working group represents an early exemplar of intersectoral collaborations. In this context, intersectoral linkages – particularly collaboration and coordination – are meant to supplant fragmentation as a defining aspect of the political landscape surrounding *Active Canada 20/20*. The Physical Activity Specialist recognized this collaborative landscape in affirming the following:

There's a bigger appetite now for people to collaborate and coordinate. We always talked about it. We did it okay but I think there's more of a push now to see collaborations between organizations and across the country.

Dialogues of collaboration and coordination were major findings from the data and are jointly referred to as intersectoral linkages, which are now discussed as the third overarching theme of this chapter.

Intersectoral Linkages

The dialogue surrounding intersectoral linkages was prominent throughout the interview and document analysis data, and thus warrants discussion as an overarching theme. The findings of intersectoral linkages broadly refer to any relationships or networks between and among sectors and are inclusive of the following terms: alignment, collaboration, coordination, holistic, integrated approach, partnerships, and synergy. These terms are very much interrelated and were often discussed both conjunctively and interchangeably within the data. Nevertheless, there were distinctions between the terms, the most significant of which was how intersectoral linkages were framed by government compared to nongovernment. Government data tended to use language of alignment, coordination, and integrated approaches whereas nongovernment data discussed intersectoral linkages as collaborative, holistic in nature, and synergetic. The terms collaboration and coordination represent the two major sub-themes of intersectoral linkages.

Collaboration. The intersectoral nature of collaborations within this case study was often a reference to certain trios of sectors (i.e., the public, commercial, and not-for-profit sectors, or the sport, physical activity, and recreation sectors). However, the findings of collaboration also comprise various other sectors, *“different government departments and non government agencies (for example: transport, urban planning, arts, conservation, economic development, environmental development, education, sport and recreation, and health) working in collaboration”* (GAPA, 2010, p. 5). The dialogue of partnerships often connoted intersectoral collaborations, as was evident in *The Toronto Charter*: *“Actions aimed at increasing population-wide participation in physical activity*

should be planned and implemented through partnerships and collaborations involving different sectors... ” (GAPA, 2010, p. 5).

Collaboration was framed under two dialogues – government and governance collaborations. Governance is a concept that is often discussed in contrast to government and thereby distinguishes the two dialogues on collaboration quite effectively. Governance collaboration is the more prominent dialogue and is the focus of this section, whilst government collaboration is briefly discussed in transition to the sub-theme of coordination. The findings of governance collaborations emanated primarily from nongovernment document data as well as interview data, and were suggestive of collaborative engagement across the public, commercial, and voluntary sectors alike. The importance of wide intersectoral collaboration was underscored by the NPO Manager:

When we go out to other sectors which I think is going to be truly truly important to make this work is we need to go beyond physical activity, sport, health, and recreation. We need to go to education, justice, industry, corporate Canada, just well beyond our field into some areas that... are new to us and we're new to them because otherwise it's not going to work if it just stays in our world.

The goal of intersectoral collaborations which aim to meaningfully engage as many sectors as possible convey the holistic nature of collaboration that was discussed within the nongovernment or governance framework of *Active Canada 20/20*. A sense of holistic collaboration is embodied by the Provincial Government Director in stating that *“it doesn't come natural for me to say the physical activity sector because there is no physical activity sector. In my mind the physical activity sector is all sectors.”* The four ‘Areas of Focus’ in the *Active Canada 20/20* strategy suggest how a wide array of sectors

(e.g., education, workplace, community, infrastructure) can engage in promoting physical activity within Canada with the understanding that “*No one Area can be addressed in isolation and each is essential to building an Active Canada*” (Active Canada 20/20, 2012, p. 17). This statement essentially refers to synergy – the idea that the whole is greater than the sum of its parts – which emerged in vivo during data analysis. The *Healthy Living Strategy* explicitly mentions synergy in the context of intersectoral collaboration, and a few interview participants also alluded to synergy in their comments on Active Canada 20/20:

The framework for Active Canada 20/20 with the foundations of change and the action areas it was really reflecting the sense that all of those things but all of those things together had to start happening and... no one can do it on their own and it all actually has to happen. (NPO CEO)

Let's work together' because we're not going to do it as an individual province or an individual municipality or even an individual person it's going to be everybody together. As I say bringing in those other sectors. (NPO Manager)

The NPO CEO connects the idea of synergy directly to the *Active Canada 20/20* Areas of Focus whilst the NPO Manager discusses synergy more broadly in relation to intersectoral collaborations. This idea of synergy or a collective whole is particularly important given that the *Active Canada 20/20* collaborations are largely beyond the scope of the federal government where resource scarcity (as earlier discussed) is a serious and constant concern for the physical activity sector. Despite the enduring challenges associated with a lack of resources, the University Department Director pointed out that

“limited resource drives collaboration”, to which the NPO President made a concurring statement:

[Collaboration is] hugely important, it's hugely hugely important because resources are always scarce and it's not an effective use of resources if one organization in one part of the country is developing a program, intervention, idea and implementing it and another organization in another part of the country is spending the resources to do the same thing.

Collaboration is therefore essential in terms of sharing limited resources as well as exchanging knowledge so to capitalize on the synergies of collective action. Knowledge exchange was a related finding to collaboration, and specifically synergy, as exemplified in the following remark:

The individuals who participate on it have tremendous expertise but they're very generous in sharing that expertise and they're very focused on wanting to achieve the ultimate goal of getting Canadians more physically active so it's not about organizational brands and territoriality and protecting intellectual property and things like that. (NPO President)

The Advisory Groups underlying the development of *Active Canada 20/20* have collaborated substantially in that *“people were very collaborative. I thought that they gave quite a bit of themselves in the process and their knowledge and expertise”* (Senior Consultant). The implementation of the strategy likewise involves a great deal of intersectoral collaboration whereby *“Active Canada 20/20 brings sort of a framework for collective action to plug the gaps wherever they may fall within the multiple sectors”* (Provincial Government Director). This framework for collaboration as referred to by the

Provincial Government Director is essentially self-regulating in that *Active Canada 20/20* is a sector-led initiative and new social movement developed outside the scope of the public sector. As a nongovernment body, the physical activity sector simply lacks that legitimizing quality of the federal government, making it more difficult to solicit other sectors to engage in collaborations. The federal government, however, commands the legitimacy and authority to encourage collaborations between sectors should they deem it a priority. *Active Canada 20/20* is in the process of making the case that physical activity should be a priority for collaborative action, and ideally for public policy as well. The Provincial Government Director made the following comment in this regard:

If you want to form [an intersectoral] approach, that's where you need some leadership from a federal government to challenge Transport Canada, 'how are you thinking around physical activity in your planning? What are you setting in terms of providing infrastructure funding to provinces and territories? What are you talking about in terms of active transportation?' for example.

The Provincial Government Director further explained that it is not only more challenging but also less coordinated if collaboration is not supported and led from the top: *"It's discoordinated if it's not done from the central agency... Any of us can approach Transport Canada, any of us can approach any of those entities, but it then becomes uncoordinated."* Therefore, whilst the extent of federal government's engagement as a collaborating partner is questionable, their ability to play a coordinating role is a reasonable expectation considering that coordination ultimately demands less commitment than collaboration.

The less prominent dialogue of government collaboration found in the government data better corresponds to coordination which positions the federal government as a metagovernor that supports (or steers) the collaborations rather than engages in them. An exception to this finding is the *Canadian Sport Policy 2012* which – given its unprecedented consultation process involving government, nongovernment, and communities across Canada – reflected the dialogue of governance collaborations. In fact, a policy principle of the *Canadian Sport Policy 2012* is “*Collaborative: Sport is built on partnerships with other sectors – most importantly with Education and Recreation – and is fostered through linkages with community organizations, service providers, and the private sector.*” Nevertheless, collaboration within the context of government was more often akin to coordination, which is now discussed.

Coordination. The lesser commitment required in coordinating, compared to collaborating, makes coordination the more practical type of relationship between the public and private sector given Canada’s neoliberal government that favours minimal government intervention. The federal government in this way can act as a ‘coordinator’ (Brown & Keast, 2003) in steering the interactions and collaborations among other sectors in society. This is certainly the case with *Active Canada 20/20* and the broader physical activity sector as it attempts to align with the sport and recreation sectors through the *Canadian Sport Policy 2012* and forthcoming *National Recreation Framework 2012-2022*. Several participants elaborated on the alignment or convergence of these three sectors, as per federal government directive:

[The ministers are] saying ‘bring these three things together in a way that makes sense.’ So I think that fundamental shift from these three areas seeing themselves

as separate isolated sectors and understanding they're part of a bigger sector is an important shift. (NPO President)

... and so there's a need to sort of harmonize these and weave them together and you can call it a barrier or you can call it an opportunity. I think it's good that the various movement sectors are being forced to think beyond their traditional roles and how it can all be part of a bigger picture. (NPO-Academic Researcher)

These comments coincide with how Brown and Keast (2003) describe coordination as the need to align stakeholders as part of a larger system, the means by which are generally not based on goodwill but rather an imposed will – “...*being forced to think beyond their traditional roles...*” – that may result in some loss of autonomy. Interview participants nonetheless appeared to recognize the importance of alignment and coordination not only to satisfy the federal government but also as a valuable process in itself.

Alignment between the sport, physical activity, and recreation sectors is not, however, the full extent of coordination as envisioned by the federal government. Physical activity and recreation are part of the broader health promotion portfolio, specifically healthy living which the federal government (through PHAC) has wanted to address through a coordinated and integrated approach. This vision of coordination and integration is supported by and communicated through *The Integrated Pan-Canadian Healthy Living Strategy* (2005) which integrates the domains of health, physical activity, and nutrition. The following statement captures this integrated vision effectively:

As an integrated approach involving many sectors working together towards common goals, the Strategy offers a means to ensure greater alignment,

coordination and direction for all sectors, and provides a forum for multiple players to align efforts and to work collaboratively to address common risk factors. (PHAC, 2005, p. 3)

A call for coordination was similarly expressed in the *WHO Global Strategy on Diet, Physical Activity and Health* (2004) which offered the following responsibility for action: “Governments are encouraged to set up a national coordinating mechanism that addresses diet and physical activity within the context of a comprehensive plan for noncommunicable-disease prevention and health promotion” (WHO, 2004, p. 6). This vision of integration was understood by the Provincial Government Official who offered the following insights regarding *Active Canada 20/20*:

There was a strong desire from ministers to not have healthy eating strategy, a physical activity strategy, an injury prevention strategy, a mental health strategy. They wanted approaches to healthy living and chronic disease prevention and injury prevention and mental health to be integrated. So that is the desire so when Active Canada 20/20 came along it doesn't meet that intent. It is a separate strategy; and ministers have already endorsed to go forward in an integrated way.

To now restate the question raised by the NPO CEO: “Where does physical activity fit in that whole context?” From this case study, it would appear that physical activity fits into this integrated approach, a finding that is supported by the ensuing comments of the NPO CEO who explained that “you got to outreach to different kinds of stakeholders that may not identify physical activity as their reason for doing something.” The *Integrated Pan-Canadian Healthy Living Strategy* represents a government-endorsed

conceptual framework for this integrated approach, and thus encompasses the *Active Canada 20/20* movement which the federal government requires to be advanced in coordination and collaboration with nutrition and healthy weights.

Despite the intersections between collaboration and coordination, the subtle distinctions between these two types of intersectoral linkages warranted their separate discussion and thereby fostered a better understanding of their nuanced differences. The dialogue of coordination was more substantial within government data (i.e., government coordination) whereas collaboration was the stronger dialogue within nongovernment and interview data (i.e., governance collaborations). Brown and Keast (2003) consider collaboration as the more stable and integrated type of linkage compared to coordination; and this was supported within the findings. The intersectoral level at which collaborative versus coordinated linkages took place was a notable finding within this sub-theme. Intersectoral collaborations were largely descriptive of the linkages and networks related to physical activity, particularly within the *Active Canada 20/20* framework and among its working group. On a more macro level, intersectoral coordination tended to describe the broader alignment of the physical activity sector with the sport and recreation sectors, and more broadly with the health sector. Consequently, where intersectoral collaboration depicts the public-commercial-voluntary linkages within the physical activity sector, intersectoral coordination describes the linkages across the sectors of physical activity, sport and recreation. These were collectively themed under intersectoral linkages, the third and final overarching theme of the findings.

Chapter V: Making Sense of Network Governance in the Context of its Political Landscape and Intersectoral Linkages

The purpose of this qualitative study was to understand network governance through a case study exploration of Active Canada 20/20 and the political landscape surrounding its development and implementation. Naturally then, network governance was the central theme in the findings as well as the theoretical framework of this case study. However, the political landscape and intersectoral linkages were also identified as overarching themes in the findings that functioned to, respectively, contextualize and characterize network governance. The intersections of these three themes, as centred around network governance, are discussed in this chapter that also addresses the research questions, elucidates the interconnectedness of network governance, and ultimately makes sense of the Chapter IV findings.

Active Canada 20/20 Genesis

Why was Active Canada 20/20 initially developed? This first research question was intended to provide a contextual understanding of *Active Canada 20/20* (2012) which reports that nearly nine out of 10 Canadians do not meet the Canadian Physical Activity Guidelines. In fact, it is expected that parents in some Western countries will outlive their children for the first time in history (Bailey et al., 2013). Canada, not unlike the rest of the world, is in the midst of a physical inactivity crisis. The International Society for Physical Activity and Health (ISPAH) inaugurated a biennial International Congress on Physical Activity and Health (ICPAPH) that began in 2006 with the goal of providing “a scientific forum in which delegates from around the world can come together to discuss and debate the latest scientific evidence supporting the contribution of regular physical

activity to public health” (ISPAH, 2014, para. 2). Opportunely, Toronto was selected to host the third ICPAPH in 2010, a lasting legacy of which was *The Toronto Charter for Physical Activity: A Global Call for Action*. This document was analyzed and mentioned by various participants due to a particular framework for action – to “implement a national policy and action plan” (GAPA, 2010, p. 3). The Provincial Government Policy Analyst, as part of the writing team for *The Toronto Charter*, elaborated on this framework for action:

To advance health enhancing physical activity [the document] is recommending that countries develop a national plan. So that can take two forms – it can take a form where governments, either at the national or at the state or provincial/territorial level, develop plans or it can be a stakeholder-led initiative if government at that time isn’t prepared to do it.

The conception and development of *Active Canada 20/20* (see Appendix J: *Active Canada 20/20 Timeline*) was a process of the latter form, a stakeholder- or sector-led initiative that embodies network governance through the nature of interactions among the working group. The *Active Canada 20/20* interactions are intersectoral in nature and surrounded by a political landscape, both of which were themes that fostered a better understanding of the central theme – the defining characteristics network governance. As defined by Sørensen and Torfing (2005), network governance was further understood based on the findings of four sub-themes that corresponded to each of Sørensen and Torfing’s (2005) defining characteristics of network governance. These four sub-themes were: sector-led (autonomy and interdependence), a physical activity policy dialogue, governance (shared and community), and an interactional dynamic. Each sub-theme

intersected with either, or both, of the two other overarching themes – the political landscape and/or intersectoral linkages. These intersections are visually represented in the following *Figure 2.0* and are discussed throughout this chapter.

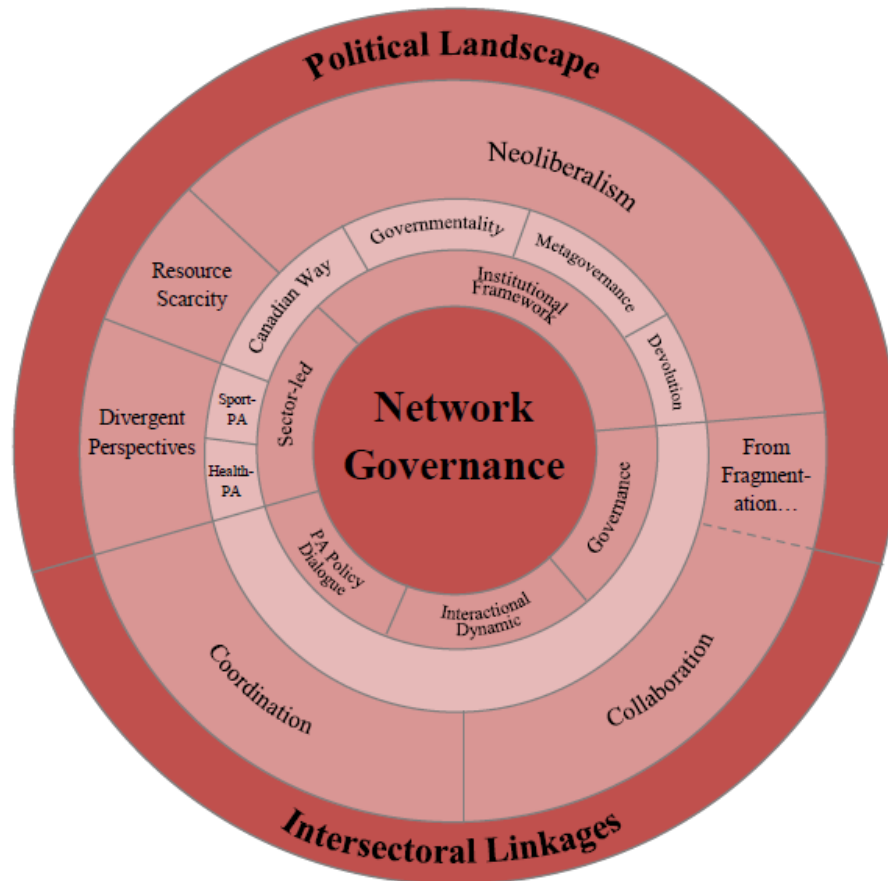


Figure 2.0 – A visual representation of the major themes and sub-themes as discussed in the Chapter IV findings

Understanding Network Governance through its Political Landscape

This case study of *Active Canada 20/20* was contextualized by a political landscape of neoliberalism, divergent perspectives, and resource scarcity. In addition to these three sub-themes, the transition from fragmentation to intersectoral collaborations was a fourth and transitioning sub-theme into discussing intersectoral linkages of collaboration and coordination. The political landscape was the more substantial theme

compared to intersectoral linkages and contained four sub-themes: neoliberalism, divergent perspectives, resource scarcity, and the transition from fragmentation to intersectoral collaborations. The most extensive sub-theme of the political landscape was neoliberalism, the findings of which were further categorized into governmentality, the *Canadian Way*, metagovernance, and devolution.

Neoliberalism has significantly influenced the development of *Active Canada 20/20* and can be understood as the rationale or ideology that underpins the findings of government inaction concerning *Active Canada 20/20*. The categories of governmentality, the *Canadian Way*, metagovernance, and devolution were four distinct yet interconnected concepts that were identified in the data to explain how *Active Canada 20/20* is influenced by neoliberal ideologies within its political landscape. The following discussion of the intersections between the political landscape and institutionalized framework contributes to addressing the fourth research question – *how has the political landscape surrounding Active Canada 20/20 shaped its development and implementation?*

The sub-theme of neoliberalism intersects with the institutionalized framework that Sørensen and Torfing (2005) explain in defining network governance. Specifically, network governance operates within a regulative, normative, cognitive, and imaginative framework. In accordance with Sørensen and Torfing (2005), the *Active Canada 20/20* working group is self-regulated by autonomous roles, normalized under a shared purpose and values, and cognizant of and embraces knowledge exchange. The imaginative framework that is shaped by ideologies (Sørensen and Torfing, 2005) is the major point of intersection with the political landscape and is influenced by neoliberalism that

ultimately pervades the institutionalized framework. Consequently, the *Active Canada 20/20* working group operates within an institutionalized framework that is influenced by a wider political landscape and neoliberal ideologies.

The sub-theme of divergent perspectives is similarly a component of the political landscape, and was categorized into divergences between sport and physical activity as well as between health and physical activity. The latter category, *health-physical activity*, was interrelated with the neoliberal categories of governmentality and devolution in that physical activity is a devolved responsibility whereas health remains a function of the federal government through the Public Health Agency of Canada. In assuming responsibility for physical activity, the voluntary sector unknowingly submitted to governmentality and developed *Active Canada 20/20* in spite of resource scarcity, the third sub-theme of the political landscape. The interrelatedness of various sub-themes is once again evident as the limited resources in developing *Active Canada 20/20* can be attributed to *Canadian Way* neoliberalism that continues to undervalue and thereby leave the voluntary sector for physical activity under-resourced.

Both resource scarcity and divergent perspectives connect to the sector-led findings that reflect the autonomy and interdependence characteristics of network governance as per Sørensen and Torfing (2005). Divergent perspectives between the federal government and the physical activity sector regarding *The Toronto Charter's* call to action resulted in the sector-led initiative of *Active Canada 20/20*. Federal government contentment with minimal intervention into physical activity promotion is divergently perceived as government inaction by the voluntary sector. The resulting sector-led autonomy and interdependence in developing *Active Canada 20/20* was not deliberately

sought out but rather acquiesced to following the federal government's pass at leading the development of a physical activity strategy. The sub-theme of resource scarcity within the political landscape more inherently related to the sector-led findings. The importance of autonomy and interdependence in limiting any power dynamics within network governance came at the expense of access to federal resources, resulting in resource concerns for *Active Canada 20/20*. Although the sector-led autonomy and interdependence of *Active Canada 20/20* is contextualized by the political landscape of resource scarcity as well as divergent perspectives, connections can also be made to the theme of intersectoral linkages.

Understanding Network Governance through Intersectoral Linkages

The transition from fragmentation to intersectoral collaborations is the sub-theme that dominantly connects the political landscape findings to those of intersectoral linkages. Collaboration and coordination were the two sub-themes of intersectoral linkages that functioned to differentiate between linkages in the context of governance (i.e., governance collaboration) and government (i.e., government coordination). The third research question – *how has Active Canada 20/20 utilized a collaborative approach?* – is addressed in the following discussion that connects intersectoral linkages of collaboration and coordination to the three remaining sub-themes of the defining characteristics of network governance: shared and community governance, the physical activity policy dialogue, and the interactional dynamic.

Network governance characterized as a self-regulating process (Sørensen & Torfing, 2005) is a result of a shift from government to (shared and community) governance, which corresponds to the transition from fragmentation to intersectoral

collaborations within the political landscape of *Active Canada 20/20*. The development of *Active Canada 20/20* through a consultation process as well as community development and grassroots approaches collectively capture how shared and community governance connects to the theme of intersectoral linkages by promoting collaborative engagement across the physical activity sector. The sub-theme of shared and community governance particularly relates to intersectoral linkages of collaboration that, whilst self-regulated within the *Active Canada 20/20* framework, are regulated through findings of governmentality, responsabilization, and *Canadian Way* neoliberalism within the wider political landscape.

The physical activity policy dialogue similarly connects to both the political landscape as well as intersectoral linkages in such a way that personifies the public purpose characteristic of network governance. Dialogue of physical activity policy was often likened to the *Canadian Sport Policy*, highlighting the divergent perspectives concerning the prioritization of sport relative to physical activity in Canada. The physical activity policy dialogue inevitably involves advocating to the federal government for the political legitimacy of public policy. The neoliberal government of Canada is thus in a position of power, thereby magnifying the dynamics of power underlying the political landscape. However, public purpose through the physical activity policy dialogue can also be served through active citizenship which promotes collaborative interactions and connects to intersectoral linkages.

Exclusively connected to the theme of intersectoral linkages is the interactional dynamic that embodies the negotiated interactions and meanings within network governance. This interactional dynamic of the *Active Canada 20/20* working group was

characterized by trust-based relationships, negotiated interactions, collective understandings, and shared values. The intersectoral linkages of collaboration among the working group were trust-based rather than contractually-based as exemplified in the intersectoral linkages of coordination overseen by the federal government, particularly PHAC. Ultimately, the interactional dynamic was revealing of the collaborative interactions and intersectoral linkages within this case study of *Active Canada 20/20*.

Collectively, the four sub-themes of the defining characteristics of network governance – sector-led, a physical activity policy dialogue, shared and community governance, and an interactional dynamic – intersected multifariously to the overarching themes of the political landscape and intersectoral linkages. The discussion of these intersections effectively addresses the second research question – *in what way does network governance characterize the interactions within Active Canada 20/20?* The *Active Canada 20/20* interactions indeed characterize network governance through the intersectoral linkages of collaboration and coordination and are contextualized by the political landscape of neoliberalism, divergent perspectives, resource scarcity, and fragmentation. This political landscape surrounding *Active Canada 20/20* and the intersectoral linkages that characterize the interactions among its working group support network governance as understood through this case study exploration of *Active Canada 20/20*.

Chapter VI: Conclusion and Future Implications

The endeavour to understand the concept of network governance through this case study of *Active Canada 20/20* was complex, intellectually stimulating and, at times, outright challenging. Network governance is a relatively contemporary concept within the literature and thus lacks a deep-seated body of research. In fact, there has been little research conducted on network governance from a policy and governance perspective in the context of sport or physical activity; and this exploratory study marks an early use of network governance as a theoretical framework. Conceptualizing network governance required understanding the *network* as the unit of analysis and *governance* as the social and political context that bounded the case study. The complexity of network governance is in its derivation from both network literature as well as governance literature, each of which contains expansive bodies of research. Of the network studies conducted in the context of sport (Barnes et al., 2007, 2010; MacLean et al., 2011), terms such as interorganizational linkages, partnerships, or relationships have all been used (Babiak, 2007, 2009; Frisby et al., 2004; Thibault & Harvey, 1997; Thibault et al., 1999) in reference to some form of network governance concept.

In terms of sport governance literature, recent empirical research has been conducted (most notably, the work of Mick Green and Jonathan Grix). Governance beyond the context of sport and physical activity belongs to a substantial body of research that was reviewed in Chapter II through an overview of the governance narrative and the political sphere of governance (i.e., old governance, new governance, neoliberal metagovernance, *Third Way* governance, and *Big Society* governance). The process of

researching and understanding governance and networks in separate capacities ultimately fostered a more holistic conceptual understanding of network governance.

Despite my understanding, I had some initial qualms in the early stages of my data collection about whether network governance was the appropriate theoretical framework to characterize Active Canada 20/20. After conducting the first few interviews, I began to question my theoretical framework that Phillips (2006) concisely defined as “building and managing networks and partnerships among governmental and nongovernmental players” (p. 3). Based on early interview data, it was clear that the federal government was not involved in any significant way in the development of Active Canada 20/20. Did this mean that Active Canada 20/20 was not a case study of network governance? I reviewed the network governance literature further and eventually came to the realization that despite the lack of federal government involvement, the Active Canada 20/20 working group was comprised of provincial and territorial government representatives, a few of whom I would eventually interview. Furthermore, the comprehensive definition of network governance by Sørensen and Torfing (2005) is impartial to government involvement (or lack thereof).

The Chapter IV findings support and coincide with the definition of network governance by Sørensen and Torfing (2005):

- 1) a relatively stable horizontal articulation of interdependent, but operationally autonomous actors; 2) who interact through negotiations; 3) which take place within a regulative, normative, cognitive and imaginary framework; 4) that to a

certain extent is self-regulating; and 5) which contributes to the production of public purpose within or across particular policy areas. (p. 203)

Four sub-themes (and one interconnecting theme) were developed emergently and coincided with Sørensen and Torfing's (2005) five defining characteristics of network governance: 1) sector-led; 2) an interactional dynamic; 3) an institutionalized framework (which interconnects to the political landscape findings and thus was not an actual sub-theme); 4) governance (shared and community); and 5) a physical activity policy dialogue. Two additional themes were also developed (with respective sub-themes) to support the understanding of network governance – specifically, a political landscape (of neoliberalism, divergent perspectives, resource scarcity, and fragmentation) and intersectoral linkages (of collaboration and coordination). Due to the richness of the data and the complexity of the findings, a Chapter V discussion was created to better make sense of the Chapter IV findings by elucidating the interconnectedness of network governance as well as to address the research questions that guided this case study of *Active Canada 20/20*:

1) Why was *Active Canada 20/20* initially developed? 2) In what way does network governance characterize the interactions within *Active Canada 20/20*? 3) How has *Active Canada 20/20* utilized a collaborative approach? 4) How has the political landscape surrounding *Active Canada 20/20* shaped its development and implementation?

The genesis of *Active Canada 20/20* provided valuable contextual information for understanding how network governance theoretically frames *Active Canada 20/20*. In particular, intersectoral linkages characterize the working group interactions that are

contextualized by a political landscape that surrounds and shapes *Active Canada 20/20*.

Whilst much can be learned from this case study exploration of *Active Canada 20/20*, there were certain limitations to understanding network governance in this way.

Limitations and Future Implications

Network governance as defined by Sørensen and Torfing (2005) is by no means the full extent of understanding network governance, though comprehensive the definition is. This exploratory case study was an iterative process of both inductive and deductive analysis and was not simply a matter of deductively “fitting” or “matching” the data with Sørensen and Torfing’s (2005) defining characteristics of network governance. Consequently, stronger findings emerged around certain defining characteristics, thereby reinforcing the particularistic quality (or limitation) of case study research (Merriam, 2009) that illuminated particular aspects of network governance whilst diminishing others. In addition to the idiosyncratic findings of network governance, the tentative state of *Active Canada 20/20* that collectively exists as a strategy, a change agenda, and a movement places certain limitations on and contributes to the convoluted nature of this case study. The current case context of its impending implementation highlights the (deliberately) limited findings of power dynamics between the public and not-for-profit sector for physical activity (that can be understood particularly through governmentality).

My deliberation not to explore the dynamics of power any deeper than I did was due to the interpretive paradigm under which I conducted this study. I focused my interviews and data analysis on the perspectives of the participants regarding their interactions as the working group underpinning Active Canada 20/20. Exploring

perspectives of the interplay between the public and not-for-profit sector around Active Canada 20/20 would have been natural had I adopted a critical perspective. The fact that I did not is therefore a limitation to the depth of the findings, but nonetheless understandable considering the scope of a master's thesis.

The position of Quebec – a province that has traditionally refused endorsement of pan-Canadian initiatives as evidenced throughout the *Canadian Sport Policy 2012* – in (not) subscribing to *Active Canada 20/20* was another interplay or dynamic that went unexplored in this case study. It is worth noting in this regard that the stakeholder consultation that took place in Quebec was labelled as a “meeting” rather than a consultation (*Active Canada 20/20*, 2012). This nuance and the extent of Quebec’s overall support (or lack thereof) were overlooked during the collection of interview data where insight could have been provided.

Further methodological limitations concern the depth-breadth paradox inherent in case study research. The in-depth perspectives of the 12 interview participants that were explored in this case study are qualified by the unexplored breadth of perspectives that exist among the numerous other individuals that were involved in the development of *Active Canada 20/20*. The data collected from both the policy/document analysis and direct observations are similarly qualified by the possible oversight of any documents and/or failure to observe any other *Active Canada 20/20* meetings that may have taken place within the timeframe in which this case study was conducted. These limitations are important to acknowledge for future implications and research on network governance.

As a form of autonomous action outside of the public policy process (Pal, 2010), *Active Canada 20/20* represents a nongovernmental strategy and new social movement. In operating outside the scope of the federal government, *Active Canada 20/20* is illustrative of the “fundamental shift [that] is taking place in modern societies, variously labeled as a shift from governing to governance, from hierarchies to networks... and from direct control by the state to strategies designed to engage civil society in collaborative governance” (Newman et al., 2004, p. 217). The governance narrative has advanced beyond hierarchical and market governing structures to that of a network (governance) structure (Rhodes, 1996). The age of government sovereignty has long since passed, at least within advanced democratic societies where the prevalence of network governance is increasing within public administration and political science literature (Lewis, 2011). This empirical case study of *Active Canada 20/20* introduces network governance research to the applied health sciences, specifically to the discipline of sport management. Additional research within this field would strengthen and validate the use of network governance as a theoretical framework.

Active Canada 20/20 captures an understanding of network governance that is contextualized by a political landscape and characterized by intersectoral linkages. The political landscape that surrounds *Active Canada 20/20* was dominantly influenced by the neoliberal ideology under which the federal government of Canada continues to operate. This political ideology of neoliberalism was informed by governmentality, the *Canadian Way*, metagovernance, and devolution, each of which contain an entrenched power dynamic that would benefit from further exploration. The power-laden concept of asymmetrical network governance as examined by Grix and Philpots (2011) would be

particularly relevant in this regard. Future research to explore network governance empirically could be conducted outside of a Canadian context so as the political landscape would not be influenced by the unique *Canadian Way* politics. In fact, the *Big Society* discourse that originated in the UK in 2010 could inform such future research. The political landscape ultimately proved crucial to understanding network governance in the way that it uniquely contextualized this particular case study of *Active Canada 20/20*. The political landscape surrounding network governance of another case study would likely produce distinctive findings depending on the nature of the given national government.

Notwithstanding the conceptual shifts within the governance narrative, it is idealistic, if not naïve, to believe that network governance fundamentally changes the nature of how power is distributed in society (Daly, 2003; Newman, 2001). Whilst policy networks represent the collaborative and coordinated public policy interests of nongovernmental actors (Lewis, 2011), the policy agenda remains largely the prerogative of the federal government (Geddes & Shand, 2013; Newman, 2001). This can be attributed to the *Canadian Way* politics of the federal government that retains policy formulation as a core function of the public sector whilst devolving policy implementation to the voluntary sector (Phillips, 2004, 2006). In a desire to be “involved in actual policy development, taking shared responsibility for decision-making, [and] not serving just as third-party contractors in the coproduction or contracting of services” (Phillips, 2004, p. 384), the voluntary sector for physical activity developed a physical activity strategy that, ideally, could evolve into a “Canadian Physical Activity Policy” (*Active Canada 20/20*, 2012, p. 7).

Ultimately however, the *Active Canada 20/20* (2012) focus on “Policy Development, Change and Implementation” (p. 17) is workable only insofar as it aligns with federal government policy interests concerning physical activity, which were revealed during the opening discussion of the *Active Canada 20/20* meeting that was observed. One member of the working group candidly, and with an air of humour, explained how the physical activity sector had sought federal leadership regarding physical activity following the *Active Canada 20/20* National Gathering held during the spring of 2013 in New Brunswick; but the federal government essentially “ducked” (Field notes, February 12, 2014). This perceived government *inaction* can in fact be understood as neoliberal government action in the form of limited intervention and metagovernance.

The resultant decision by the physical activity community to take initiative and lead the development of a physical activity strategy in a sector-led capacity reinforces governmentality explained by Dean (1999) as the power-laden mentalities, arts, and regimes of government. Whilst government is no longer a sovereign body, civil societies are nonetheless governed according to the doctrines and political rationalities of the public sector (Foucault, 1991). *Active Canada 20/20* is case in point whereby the strategy was conceived, developed, and is now in the process of being implemented, and yet without any public sector directive to do so. This subdued power dynamic of governmentality could frame a critical stance epistemology for examining future research on network governance.

Although these dynamics of power were discussed briefly in the findings, the interpretive paradigm that underpinned this case study of *Active Canada 20/20* focused

predominantly on recognizing the multiple truths, realities, and perspectives expressed by the interview participants. The multiplicity of perspectives, both explored and unexplored, were acknowledged but also qualify the nature of knowledge produced from this research endeavour (Hesse-Biber & Leavy, 2011). Therefore, further research should be conducted to affirm (or refute) the findings and knowledge constructed from this case study exploration of *Active Canada 20/20* where to understand network governance is to understand its political landscape and the intersectoral linkages that characterize the network governance interactions.

Epilogue

Following the publication of *Active Canada 20/20: A Physical Activity Strategy and Change Agenda for Canada* in early 2013, the working group has been preparing an advocacy strategy as part of its implementation. This has entailed completing the implementation plan (a draft of which was distributed during the *Active Canada 20/20* meeting that took place on February 12, 2014), building awareness for *Active Canada 20/20* through a series of presentations (called ‘Professionals on the Move’), and continuing to align and converge with the forthcoming *National Recreation Framework 2012-2022* (where active transportation and sedentary behaviour have been identified as points of emphasis for alignment) and the existing *Canadian Sport Policy 2012* to a lesser extent. These tasks are interconnected and are being carried out in the sector-led capacity that first prompted the conception and development of *Active Canada 20/20*.

In spite of the autonomy from and workings beyond the scope of the federal government, the release of the Federal Budget 2014 could have proved detrimental to the future of *Active Canada 20/20*. ParticipACTION’s federal funding was unexpectedly cut by \$2.5 million, thus adversely affecting *Active Canada 20/20* considering that ParticipACTION has provided the bulk of its resourcing to date. A meeting was convened in May of 2014 to address the funding cut and concluded with the encouraging sentiment that *Active Canada 20/20* “is very much still alive and well” (Physical Activity Specialist, personal communication, November 5, 2014). This reaffirms the passion, dedication, and resourcefulness of the *Active Canada 20/20* working group that was revealed in the findings of this case study. The funding cut was not without setbacks however, as the implementation of a national communication plans for *Active Canada*

20/20 has been stalled as the working group searches for new leadership and coordination that ParticipACTION is no longer able to provide.

Nevertheless, the working group will continue to monitor and support the provincial-territorial commitments to *Active Canada 20/20*. Specifically, whilst British Columbia is already implementing the foundations of *Active Canada 20/20* (as explained by the Provincial Government Director), Newfoundland has more recently committed to developing a strategy; Alberta plans to align its *Active Alberta* policy with *Active Canada 20/20*; and Saskatchewan intends to rename its Saskatchewan *in motion* movement as '*Active Saskatchewan 20/20*'. Despite setbacks in terms of resourcing, leadership, and coordination, *Active Canada 20/20* has prevailed and will continue to pursue its ultimate goal of evolving into a national physical activity policy for Canada.

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Appendices

Appendix A: The Coalition for Active Living Membership List

CAL's Members

Organizations

<u>Abbotsford in motion</u> Wendy Creelman	<u>Elgin St. Thomas Health Unit</u> Joy Parent	<u>Nova Scotia School Athletic Federation</u> Ron O'Flaherty	<u>Renfrew County and District Health Unit</u> Kevin Strachan
<u>Action Cancer Ontario</u> Terry Sullivan	<u>Fédération des kinésiologues du Québec</u> Maude Poulin Lemieux	<u>Ontario Rope Skipping Organization</u> Shannon Fox	<u>Saanich Parks and Recreation</u> Charlene Parker
<u>Alberta Centre for Active Living</u> Judith Down	<u>Fitness & Health Promotion Program Loyalist College</u> Douglas Lafreniere	<u>Ophea Ontario Physical and Health Education Association</u> Elio Antunes	<u>Saskatchewan Health</u> Karen Cooper
<u>Alberta Healthy Living Network</u> Cynthia Smith	<u>Fitness New Brunswick/conditionnement physique du Nouveau-Brunswick</u> Angela Taylor	<u>Ottawa Heart Beat</u> Art Manhire	<u>Saskatchewan In Motion</u> Cathie Kryzanowski
<u>Alberta Northern Lights Wheelchair Basketball Society</u> Paul Conrad	<u>FitPro Lifestyle Consultants</u> Rob Frost	<u>Oxford County Public Health</u> Kelly Vanderhoeven	<u>Saskatchewan Physical Activity Council</u> <u>Saskatchewan Physical Education Association (SPEA)</u> Bill Rudachyk
<u>Anne Johnston Health Station</u> Beatrice Raposo	<u>FITzgerald Consulting</u> Clara Fitzgerald	<u>PEI Active Living Alliance Inc.</u> Don Leclair	<u>Saskatchewan Southwest Regional Recreation Association</u> Phyllis Radchenko
<u>Be Fit for Life @MHC</u> Zakk Morrison	<u>Fusion Fitness</u> Ravin Persad	<u>Physical Activity Transition Project</u> Louise Choquette	<u>Saskatoon In Motion</u> Don Ratcliffe-Smith
<u>Better Environmentally Sound Transportation</u> Marion Town	<u>GoodLife Kids Foundation</u> Lisa Burrows	<u>Physical Medicine Research Foundation</u> Marc White	<u>Schools Come Alive</u> Diane Clarke
<u>Canadian Cancer Society, NS Division</u> Holly MacIntyre	<u>Heart and Stroke Foundation of New Brunswick</u> Vicki Poirier	<u>Pierson Recreation Services</u> Kaitlin Pierson	<u>South Shore Active Communities</u> Peter McCracken
<u>Cancer Care Ontario</u> Melody Roberts	<u>Kendrih Bentley and Associates Ltd.</u> Kendrih Bentley	<u>Population Public Health Services- Regina Qu'Appelle Health Region</u> Pat Lee	<u>Special Needs Equipment Exchange Service</u> Marilyn Dow
<u>Choices 4 Health</u> Kristie Daniel	<u>Kids 'N Gym Ltd.</u> Kim Fowler	<u>Prince Edward Island School Athletic Association</u> Garth Turtle	<u>Sport Manitoba</u> Rick Lambert
<u>City Centre Health Care</u> Laura Liebrock	<u>Mary Berglund Community Health Centre</u> Jackie Wesley	<u>Provincial Fitness Unit (AFLCA, Alberta CSEP Health and Fitness Program)</u> Katherine MacKeigan	<u>Sport New Brunswick</u> Nicole Smith
<u>City of Ottawa Public Health</u> Elizabeth Hamilton	<u>Municipality of East Hants</u> David J Brown	<u>Recreation & Parks Association of New Brunswick</u> Annette Wetmore	<u>StepsCount</u> Hayley Sears
<u>City of Ottawa, Family & Community Health Division</u> Clare Purdue	<u>New Brunswick Council for Fitness and Active Living</u> Gina Simpson	<u>Recreation and Parks Association of the Yukon</u>	<u>Surrey, City of</u> Laurie Cavan
<u>City of Regina</u> Janet Schultz	<u>Newfoundland and Labrador Coalition for Active Living</u> Gary/David Milley/ Doyle		<u>The Heart and Stroke Foundation of Ontario</u> Laura King Hahn
<u>Culture and Sport Secretariat, New Brunswick</u> Barry Wishart	<u>Nova Scotia Fitness Association</u> Diane Bellefontaine	<u>Recreation Nova Scotia</u> Dawn Stegen	<u>The Human League Association</u> Michael Cullen
<u>Diabetes Association (Brooks & District)</u> Arlene Currie	<u>Nova Scotia Public Health Services</u> Erin Neville-Gillis	<u>Regina Catholic Schools</u> Janet Chabot	<u>Toronto Public Health</u> Barbara Hansen
<u>Dynamic Fitness</u> Sheri Frenette		<u>Regional Niagara Public Health Unit</u> Ellen Wodchis	<u>Town of Petawawa Parks and Recreation Department</u> Natalie Roach
<u>East York/East Toronto Family Resources</u> Shawna Scale			<u>University of Alberta Be Fit For Life Centre</u> Lindsay Wright

University of Saskatchewan
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Vancouver Area Cycling Coalition
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Wayne Gretzky Sports Centre
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National Organizations

Active Healthy Kids Canada
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Active Living Alliance for
Canadians with a Disability
Jane Arkell

Active Living Coalition for Older
Adults - ALCOA

Canadian Assn for Advancement
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Activity
Karin Lofstrom

Canadian Association for Health,
Physical Education, Recreation
and Dance
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Go for Green
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Inter Provincial Sport and
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idSport Canada
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Leisure Information Network
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Lifestyle Information Network
Amanda Street-Bishop

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Osteoporosis Society of Canada
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YWCA of Canada
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British Columbia Sport and
Physical Activity Branch
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Government of Newfoundland and
Labrador
Ms. Eleanor Swanson

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New Brunswick Council for Fitness
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Source: <http://www.activeliving.ca/english/index.cfm?fa=MembersCorner.Members#govpartners>

Appendix B: Active Canada 20/20 Contributors List

PARTICIPACTION ADVISORY GROUP MEMBERS

We gratefully acknowledge the following Advisory Group members for contributing their time, energy, experience and knowledge to the development of the Active Canada 20/20 Consultation Draft.

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ACKNOWLEDGEMENT

The Coalition for Active Living

Active Canada 20/20 acknowledges the significant contribution of the Coalition for Active Living (CAL) to the development of this national physical activity strategy.

In response to a need to work together more collaboratively and cooperatively, national and provincial physical activity organizations created the Coalition for Active Living (1999 to 2008). Significant among its many contributions to the physical activity movement in Canada were the *Pan-Canadian Physical Activity Strategy Framework (2003)*, and *Investing in Prevention: A Business Plan to Increase Physical Activity in Canada (2006)*. These seminal documents were widely supported by CAL members and have informed many provincial and municipal strategies.

(Active Canada 20/20, 2012, p. 38-39)

Appendix C: Techniques employed for quality/trustworthiness

Criteria for quality/trustworthiness	Methods/processes used to achieve
Worthy topic	<ul style="list-style-type: none"> • Relevant (explores a current physical activity strategy) • Current political context (<i>Canadian Way</i>, neoliberalism) • Questions taken-for-granted assumptions (governmentality) • Underresearched topic (network governance in context of physical activity)
Rich rigor*	<ul style="list-style-type: none"> • ‘Requisite variety’ (comprehensive analysis and findings of a complex topic) • Due diligence (Substantial, sufficient, and thorough data collected and analyzed) • Face validity (case study reflected appropriate “case”)
Sincerity	<ul style="list-style-type: none"> • Self-reflexivity (integrated reflexive excerpts) • Transparency (in research design and of challenges encountered)
Credibility*	<ul style="list-style-type: none"> • Thick description (rich analysis supported by representative quotations) • Triangulation (three sources of data collection) • Communicated tacit knowledge (of taken for granted government processes)
Resonance*	<ul style="list-style-type: none"> • Transferability or naturalistic generalizations (through use of an instrumental case study) • Communicative validity (findings open for discussion and refutation) • Aesthetic merit (academic-aesthetic balance in writing)
Significant contribution	<ul style="list-style-type: none"> • Theoretically significant (contributes to and extends current understanding of network governance) • Practically significant (findings have implications for new social movements, nongovernment action)
Ethical	<ul style="list-style-type: none"> • Procedural ethic (research approved by REB; use of informed consent form) • Relational ethics (self-consciousness, genuine and respectful interactions with participants)
Meaningful contribution	<ul style="list-style-type: none"> • Research addressed stated purpose and research questions • Appropriate method employed (instrumental case study that explored emerging discourse of network governance) • Literature appropriately situated and integrated throughout findings

*denotes criteria addressed at length in ‘Quality Case Study Research (Trustworthiness)’ section

(Table adopted from Corley, 2004, p. 1154; contents based on Tracy, 2010)

Appendix D: Information and Informed Consent Form

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Information/Informed Consent Form

Date:

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INVITATION

You are invited to participate in a study that involves qualitative research. The purpose of this study is to understand network governance through a case study exploration of *Active Canada 20/20* and the political landscape surrounding its development and implementation.

WHAT'S INVOLVED

As a participant, you will be interviewed (in-person or via telephone) based on your experiences with and knowledge of *Active Canada 20/20*. You will be asked to answer a series of open-ended questions relating to three topical areas: 1) general background information, 2) values and ideologies of the *Active Canada 20/20* group, and 3) the strategy making process.

You will be required to reflect on your past and/or present involvement in developing *Active Canada 20/20* and any knowledge of the politics surrounding the strategy. With your permission, the interview will be audio recorded to ensure the accuracy of our conversation and subsequently transcribed for the purpose of data analysis. Participation will take approximately 60 minutes of your time.

POTENTIAL BENEFITS AND RISKS

Possible benefits of participation include a healthy reflection on your past experiences and the ability to voice your opinions and views in non-threatening environment. There are no known or anticipated risks associated with participation in this study.

CONFIDENTIALITY

All information you provide will be kept confidential. Your name will not appear in any report resulting from this study. With your permission however, anonymous quotations may be used. Following the completion of the interview, you will have the opportunity to add, clarify, or strike any statements.

Data collected during this study will be stored on a secured laptop computer. Access to this data will be restricted to the graduate researcher and faculty supervisor.

VOLUNTARY PARTICIPATION

Participation in this study is voluntary. If you wish, you may decline to discuss any topic and ask questions of the researcher at any point during the research process. Further, you may decide to withdraw from this study at any time and for any reason. There is no compensation for participating in this study.

PUBLICATION OF RESULTS

Results of this study will contribute to a thesis project that will be submitted for completion of a MASTER OF ARTS (MA) – SPORT MANAGEMENT.

FUTURE ANALYSIS OF FINDINGS

The data and findings of this study may be analyzed as a part of future academic publications or presentations as well as professional reports.

CONTACT INFORMATION AND ETHICS CLEARANCE

If you have any questions about this study or require further information, please contact Brandon Wu using the contact information provided above. This study has been reviewed and approved by the Brock Research Ethics Board (File #13-094).

Thank you for your involvement and contribution in this study. Please keep a copy of this form for your records.

CONSENT FORM

I agree to participate in the study described above. I have made this decision based on the information I have read in the Information-Consent Form. I have had the opportunity to receive any additional details I wanted about the study and understand that I may ask questions in the future. I understand that I may withdraw this consent at any time.

Name: _____

Signature: _____ Date: _____

Appendix E: Interview Guides (Versions 1.0 and 2.0)

Interview Guide 1.0
(Pre-Active Canada 20/20 meeting observations)

Topical area 1: Background

1. **Please tell me a bit about your background with being involved in PA, whether that be promotion, interventions, and/or policy.**
 - a. *Probe:* get sense of how long they have been involved; what type of involvement; personal interest
 - b. How did you get involved with your organization? *With Active Canada 20/20?*
 - i. *Probe:* Educational background? Work history?
 - ii. *Prompt:* How did you get to this point in your career?
2. Please tell me a bit about your organization [that you work for]? What does it do?
 - a. *Probe:* mission, mandate, values
 - b. *Probe:* size, type (sector?), membership of the organization?
 - c. *Probe:* sources of funding?
 - d. *Probe:* your role in the organization?
 - e. *Probe:* Extent of involvement in *Active Canada 20/20?* (Organizational level? Individual?)

Topical area 2: Values & ideology (people, collaborations, networks)

3. Before we discuss the actual making of *Active Canada 20/20*, I'm first interested in knowing about the values of the 20/20 working group... so more about the people than the strategy per se.
 - a. Recognizing the goal statement of *Active Canada 20/20* "*to increase the physical activity level of every person in Canada*", what was the inspiration behind this?
 - i. *Prompt:* What circumstances spurred its development? What factors/dynamics facilitated its development?
 - ii. *Probe:* Why was Active Canada 20/20 developed?
 - b. What was the "core" problem/issue being addressed in making the strategy?
 - i. *Prompt:* For whom was it developed? At whom is 20/20 directed?
 - ii. *Prompt:* By whom? Who wrote the strategy? Who reviewed it?
4. To what extent were you required to work/interact with other stakeholders? People? Organizations?
 - a. *Probe:* impact of collaborative principles and interactions on the working group
 - b. *Probe:* example using another organization and/or stakeholder.
 - c. *Probe:* nature of the interactions between the various stakeholders involved?
 - i. *Prompt:* was collaborating effective? Ineffective?
 - d. *Prompt:* CCBAG or RAG [if a member]... in context of *Active Canada 20/20*
 - e. *Probe:* with so many different types of people and groups, how does this work/not work?

5. How do you see your role (and your organization) within *Active Canada 20/20*?
 - a. *Probe: network governance!* (... implicitly or course)

Topical area 3: Strategy making process (the making of...)

6. I would now like to discuss the making of *Active Canada 20/20*. **Could you take me through how this was accomplished (how 20/20 was developed/the evolution of the strategy)?**
 - a. What was your experience working on the strategy?
 - i. *Probe: extent/level of involvement?*
 - ii. *Prompt: given your experience, what would you say are the critical elements of successful strategy development?*
 - b. Who were the key players/stakeholders?
 - i. *Prompt: what was your role as a stakeholder in developing and/or implementing the strategy?*
 - c. What resources were needed to develop the strategy?
 - i. *What about sharing of resources? Ideas? Funding? [important - allow them to first explain what they think was brought to the table before asking about resources]*
 - d. What barriers/challenges were encountered in developing the strategy?
 - i. *Probe: How were these addressed?*
 - ii. *Prompt: Examples.*
 - e. Where did the funding for the strategy come from?
7. Given that the work of *Active Canada 20/20* resides primarily in the nonprofit sector, what is your view on the role of this sector (i.e., nonprofit) regarding PA? The for-profit/commercial sector? The public sector?
 - a. Did the public sector (government) have any involvement in the strategy making process?
 - i. *Probe: If yes – In what capacity? If no – do you know why the public sector (e.g. PHAC) didn't take the lead in developing the strategy?*
 - ii. *Prompt: do you think the public sector and not-for-profit sector have different or similar views on the importance of a PA strategy and/or policy? How?*
 - iii. *Probe: level of interest from/relationship with feds*
 - b. To your knowledge, has the private/commercial sector been involved in the development or implementation in any capacity?
 - i. *Probe: Collaborations; funding (sponsorship)*
 - c. How much input came from the grassroots or PA community? Were they encouraged to participate? How?
 - i. *Probe: stakeholder consultations*

Topical area 4: Next steps

5. I have learned that 20/20 strategy will be presented at next year's ministers meeting. So between now and then, are you still actively working on anything related to *Active Canada 20/20*?
6. Has implementation begun yet?
 - a. How will it improve how Canadians engage in PA?
 - b. What successes have been realized to date?

- i. *Prompt:* what factors/dynamics have contributed to this success?
- c. Are you aware of any challenges encountered in implementing the strategy?
 - i. *Prompt:* (If so) how have they been addressed?
- d. To your knowledge, is the *Active Canada 20/20* strategy being monitored and/or evaluated at this point?
 - i. *Prompt:* how will you know that the strategy is successful?

Wrap-up questions

Is there anything about the interview that you would like to add or clarify?

Do you have any final thoughts you would like share?

(Would you be open to me following up with you at a future time should anything relevant come up in later interviews or upon my analysis of data?)

Interview Guide 2.0
(Post-Active Canada 20/20 meeting observations)

Topical area 1: Background

3. **Please tell me a bit about your background with being involved in PA, whether that be promotion, interventions, and/or policy.**
 - a. *Probe:* get sense of how long they have been involved; what type of involvement; personal interest; Educational background? Work history?
 - b. Please tell me about [the organization that your work for]
 - i. *Probe:* mission, mandate, values
 - ii. *Probe:* sources of funding?
 - iii. *Probe:* your role in the organization?
 - iv. *Prompt:* How has this role connected you to *Active Canada 20/20*? (Organizational level? Individual?)
4. How has the landscape of physical activity changed throughout your time in the field

Topical area 2: Values & ideology (people, collaborations, networks)

6. I'm next interested in knowing about the values of the 20/20 working group... so more about the people involved than the strategy per se. With that in mind, **what was the inspiration behind the goal statement of *Active Canada 20/20* "to increase the physical activity level of every person in Canada"?**
 - a. *Prompt:* What circumstances spurred its development?
 - b. *Probe:* WHY was *Active Canada 20/20* developed?
 - c. For whom was it developed? At whom is it directed? (Stakeholders? Government? Canadians at large?)
 - i. *Probe:* Depending on response, bring up this quote: "*Promoting health and preventing diseases is everyone's business – individual Canadians, all levels of government, communities, researchers, the non-profit sector and the private sector each have a role to play*"
7. What has been your experience as a member of the CCBAG?
 - a. *Probe:* importance/extent of collaborations/interactions in bringing 20/20 together/moving 2020 forward? (Within the working group? With other sectors?)
 - i. *Prompt:* Has this approach been effective? Ineffective? Were there barriers? Tensions? Trust?
 - ii. ***Probe:* small group, roundtable discussions; brainstorming sessions observed at Feb. 12 meeting in Toronto**
 - iii. *Prompt:* I got the sense that there are these pockets of working groups/networks [elaborate]... how do you see this?
 - b. *Probe:* HOW was *Active Canada 20/20* developed?
 - c. *Probe:* network governance! (... implicitly or course)

Topical area 3: Strategy making process (the making of...)

8. I would now like to discuss the making of *Active Canada 20/20*. **What was your experience working on the strategy?**
 - a. *Probe*: extent/level of involvement?
 - b. *Follow up*: **How do see your role within *Active Canada 20/20*?**
 - i. *Probe*: interactional dynamic; network governance
9. Given your experience working at 20/20, what would you say are the critical elements of successful strategy development?
 - a. Who are the key players/stakeholders?
 - b. What resources were needed to develop the strategy?
 - i. What about sharing of resources? Ideas? Funding? *[important - allow them to first explain what they think was brought to the table before asking about resources]*
 - c. Have there been any major barriers/challenges encountered in developing the strategy?
 - i. *Probe*: How were these addressed?
 - ii. *Prompt*: Examples.
10. A consistent theme, that was only reaffirmed the meeting, seems to be the lack of federal government involvement/interest. **Can you comment on this at all? What are your thoughts?**
 - a. *Probe*: level of interest from/relationship with feds
 - b. *Prompt*: do you think the public sector and not-for-profit sector have different or similar views on the importance of a PA in Canada? How?
 - c. To your knowledge, has the private/commercial sector been involved in the development or implementation in any capacity?
11. Could this strategy move forward without federal government support/endorsement?

Wrap-up questions

Is there anything about the interview that you would like to add or clarify?

Do you have any final thoughts you would like share?

(Would you be open to me following up with you at a future time should anything relevant come up in later interviews or upon my analysis of data?)

Appendix F: Letter of Invitation

Faculty of Applied Health Sciences
Department of Sport Management

Brock University
Niagara Region
500 Glenridge Avenue
St. Catharines, ON
L2S 3A1 Canada
T 905 688 5550

Letter of Invitation

brocku.ca

[Date]

Dear [Prospective participant],

You are invited to participate in a thesis study being conducted by Brandon Wu, a MA (Sport Management) candidate at Brock University. The purpose of this study is to understand the concept of network governance through a case study exploration of *Active Canada 20/20* and, in particular, the views of participants regarding its development and implementation. As I understand it, your membership in the Content and Capacity Building Group has been instrumental to the progress of *Active Canada 20/20* thus far.

Your participation in a conversation-style interview regarding your involvement in *Active Canada 20/20* will help to further the understanding of network governance and the governance implications of strategies developed outside the scope of government policy.

The interview will take approximately 45-60 minutes of your time and will be recorded for research purposes. Any information from the interviews will be treated with confidentiality. Your identity will not be disclosed and will be limited to the research investigator (Brandon Wu) and graduate advisor (Dr. Lisa Kikulis). Please note that participation in this study is completely voluntary and you may discontinue your involvement at any stage in the process.

This study has been reviewed by and received ethics clearance through the Brock University Research Ethics Board (REB file #13-094).

Sincerely,

Brandon Wu, BSM

Department of Sport Management
Faculty of Applied Health Sciences
Brock University
bw08to@brocku.ca

Appendix G: Letter of Information

Faculty of Applied Health Sciences
Department of Sport Management

Brock University
Niagara Region
500 Glenridge Avenue
St. Catharines, ON
L2S 3A1 Canada
T 905 688 5550

Letter of Introduction

brocku.ca

[Date]

Dear [Participant],

The research project that you are being invited to participate in is entitled "*Understanding Network Governance: A case study exploration of Active Canada 20/20*". The purpose of this study is to understand network governance through a case study exploration of *Active Canada 20/20* and the political landscape surrounding its development and implementation. This study will be conducted by Brandon Wu, a MA (Sport Management) student at Brock University.

Your involvement is greatly appreciated and will help to further the understanding of the network governance and the governance implications of strategies developed outside the scope of government policy. You will be one of 10-15 participants who have been involved in the development of *Active Canada 20/20*. Interviews will last approximately 60 minutes and will be conducted as a conversation rather than a question and answer session.

Any information from the interviews will be treated with confidentiality. Your identity will not be disclosed in any reports or presentations of this research study. Furthermore, access to information that might identify participants will be limited to the research investigator (Brandon Wu) and graduate advisor (Dr. Lisa Kikulis). The interviews will be recorded for research purposes, however audio recordings will be destroyed following the completion of the study.

Please note that participation in this study is voluntary and you may decline to answer any questions at any time. You may withdraw from the study at any stage (e.g., prior to commencement of the interview, during the interview, or after the completion of the interview). If you choose to withdraw, any information/data that you provide will be destroyed and excluded from the study; and of course, there will be no negative consequences.

Following the completion of the study, I would be happy to send you an executive summary of the findings upon your request. Further dissemination of the findings may occur in academic journals and/or conference presentations.

Should you have any further questions concerning the interview or the study in general, please feel free to contact Brandon Wu at bw08to@brocku.ca. Additionally, concerns about your involvement in the study may also be directed to Research Ethics Officer in the Office of Research Services at 905-688-5550 extension 3035. This study has been reviewed by and received ethics clearance through the Brock University Research Ethics Board (REB file #13-094).

Sincerely,

Brandon Wu
Brock University

Appendix H: Participant Background Information

Participant (Pseudonym)	Years of Work Experience	Work History	Work Location (Province)
Physical Activity Specialist	21	Public health; health promotion; physical activity; not-for-profit	Toronto, ON
Provincial Government Policy Analyst	37	Community not-for-profit; academia; public policy; provincial government	Toronto, ON
Health Promotion Consultant	30*	Community not-for-profit; health promotion; physical activity; private consulting	Southern Ontario
NPO CEO	20*	Community sport; education; not-for-profit; physical education; physical activity	Toronto, ON
University Department Director	25*	Not-for-profit; physical education; physical activity; private consulting; university institution	Toronto, ON
NPO-Academic Researcher	31	Academia; exercise physiology; healthy active living; obesity; not-for-profit	Ottawa, ON
Federal Government Official	25	Private sector; not-for-profit; federal government; disease prevention; physical activity	Ottawa, ON
NPO President	30*	Federal public health; health promotion; private sector; sport; not-for-profit	Ottawa, ON
NPO Manager	25	Administration; physical activity; not-for-profit	Ottawa, ON
Senior Consultant	32	Community not-for-profit; physical activity; private consulting; private health care	Ottawa, ON
Provincial Government Director	24	Community health; health promotion; physical activity; provincial government	Victoria, BC
Retired Director	35	Education; not-for-profit; physical education; physical activity; provincial government	Halifax, NS

*Approximated

Appendix I: Quantitative Representation of Findings

Themes and Sub-themes	Sample Representative Quotation	No. of times coded in data analysis (using NVivo)	Percentage of participants represented
Defining Characteristics of Network Governance (THEME 1)	<i>See comprehensive definition of network governance by Sørensen and Torfing (2005)</i>	60	83.3% + 4 document analysis sources
Sector-led (SUB-THEME 1)	“This could be an initiative that was sector-led and sector-driven so not government-led and government-driven”	21	66.7%
Physical Activity Policy Dialogue (SUB-THEME 2)	“So just like we have a Canadian Sport Policy we now want to develop and implement a Canadian physical activity policy.”	30	66.7%
Shared governance (SUB-THEME 3A)	“We all felt that it was important to complete the document and we all understood that we had a responsibility based on that desire and so we all contributed where and how we could.”	19	50.0% + 3 document analysis sources
Community governance (SUB-THEME 3B)	“... the need for the stakeholder community to take grassroots action on this public health issue”	16	25.0% + 6 document analysis sources
Interactional dynamic (SUB-THEME 4)	“Just the normal friction that would exist when ideas are being shared and you’re trying to get to a place of common understanding or common agreement. But again I think that all happened in a very respectful way.”	42	83.3% + observational data
Political Landscape (THEME 2)	“It’s a very interesting relationship because you kind of need each other and you need to push each other... And there’s a power dynamic involved on both sides.”	49	100% + 4 document analysis sources
Neoliberalism (SUB-THEME 1)	“I think part of their process was to become a bit distant from, and it’s kind of a Harper strategy to sort of back away from private and public sector things that he doesn’t think that the federal government needs to be involved in.”	16	58.3% + 4 document analysis sources
Divergent perspectives (SUB-THEME 2)	“The government reality and the non-government organization’s realities are not always the same and helping each other understand the other’s reality can result in some... friction.”	48	91.7% + 6 document analysis sources
Resource scarcity (SUB-THEME 3)	“There’s no resources still so everybody’s volunteering their times...”	49	83.3%

Contribution-based approach (<i>EMERGENT CATEGORY</i>)	“Group dynamic that was based on what individuals could contribute in time, expertise, resources... there was a contribution-based approach to getting it done.”	19	50.0%
Volunteerism-passion nexus (<i>EMERGENT CATEGORY</i>)	“The persistence and resourcefulness of the sector as a group coming together and sort of donating our time and expertise and distribution channels and so forth...”	37	83.3%
From fragmentation to intersectoral collaborations (<i>SUB-THEME 4</i>)	“Rather than just having a spattering of menu items that are happening all over the place, can we not coordinate this and focus our efforts in specific areas that really need work?”	31	66.7% + 5 document analysis sources
Intersectoral Linkages (<i>THEME 3</i>)	“Active Canada 20/20 brings sort of a framework for collective action to plug the gaps wherever they may fall within the multiple sectors.”	158	91.7% + 12 document analysis sources
(Governance) Collaboration (<i>SUB-THEME 1</i>)	“The Active Canada 20/20 initiative has broken down a lot of those barriers and made people want to work together more...”	44	75% + 4 document analysis sources
Holistic (<i>EMERGENT CATEGORY</i>)	“It doesn’t come natural for me to say the physical activity sector because there is no physical activity sector. In my mind the physical activity sector is all sectors.”	23	41.7% + 5 document analysis sources
(Government) Coordination (<i>SUB-THEME 2</i>)	“The federal ministers have indicated that they’re looking to see a coordinated approach...”	26	16.7% + 5 document analysis sources
Integrated approach (<i>EMERGENT CATEGORY</i>)	“[Ministers] wanted approaches to healthy living and chronic disease prevention and injury prevention and mental health to be integrated.”	37	8.3% + 9 document analysis sources

(Table adopted from Babiak & Thibault, 2009, pp. 136-133)

Appendix J: Active Canada 20/20 Timeline**ACTIVE CANADA 20/20 TIMELINE**

FEB 2010	ParticipACTION Policy and Capacity Building Advisory Group identifies gap and decides to develop a sector-wide national Physical Activity Framework/Strategy (Active Canada 20/20)
JUN-NOV 2010	"Active Canada 20/20" framework developed including the Active Canada 20/20 Background, Vision, Goal, Foundations and Areas of Focus for Change.
FEB 2011	Draft Active Canada 20/20 Strategy presented to members of ParticipACTION's three Advisory Groups
MAR-MAY 2011	Steering Committee fine-tunes Active Canada 20/20 Strategy and develops Consultation Strategy
JULY 2011	National Online Stakeholder Survey – over 800 responses
SEP 2011- JAN 2012	Consultation roundtables/teleconferences/meetings: Truro NS, Banff AB, Winnipeg MB, Regina SK, Vancouver BC, Yellowknife NT, Whitehorse YT, Toronto ON, Montreal QC, St. John's, NL
OCT 2011	National Online Survey: Aboriginal stakeholders – over 400 responses
JAN-FEB 2012	Finalize Active Canada 20/20 Strategy document Present to F/P/T Deputy Ministers responsible for Sport, Physical Activity and Recreation
JAN-MAR 2012	Develop Business Case and Communications Plan Develop Implementation Plan and Engagement Strategy
FEB 2012	Present Active Canada 20/20 Strategy and consultation results: Canadian Sport for Life (CS4L) Summit; 4th Chronic Disease Prevention Alliance of Canada (CDPAC) Conference
JUNE 2012	Present Active Canada 20/20 Strategy document to F/P/T Ministers responsible for Sport, Physical Activity and Recreation
JUNE-DEC 2012	Engage Corporate, Stakeholder and Pan-government sectors
JUNE-DEC 2012	Initiate Evaluation through the leadership of the ParticipACTION Research Advisory Committee
ONGOING 2012+	Implement Action Plan activities

(Active Canada 20/20, 2012, p. 24)